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ABSTRACT

The fifth annual conference of People United for Rural Education (PURE) focused on developing alternative strategies in a time of austerity. In two general sessions recognized national leaders gave a conference overview and spoke on the roots of rural education inequity and the National Institute of Education's rural education research initiative. Concurrent sessions addressed such topics as sharing academics and activities in Iowa high schools, implications for Iowa elementary and secondary schools of Indian Hills Community College's 4-day school week, school community relations in a rural setting, Iowa State Education Association help to small schools, pumping up the PURE balloon in your local community, and what happens when the school leaves a community. Banquet speeches included remarks from PURE's national advisor, and addresses on the 4-day school--a proven option for rural schools and Colorado's alternative school calendar program. The third general session featured the impact of education block grants on rural and small schools. The closing session examined roles of federal, state, and local government affecting rural education and was highlighted by a round table discussion with legislators. A business meeting summarized PURE's board activities. Pictures illustrate Conference '82 awards and activities. (BRR)

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PURE

FIFTH ANNUAL NATIONAL CONFERENCE
FEB. 4-5, 1982

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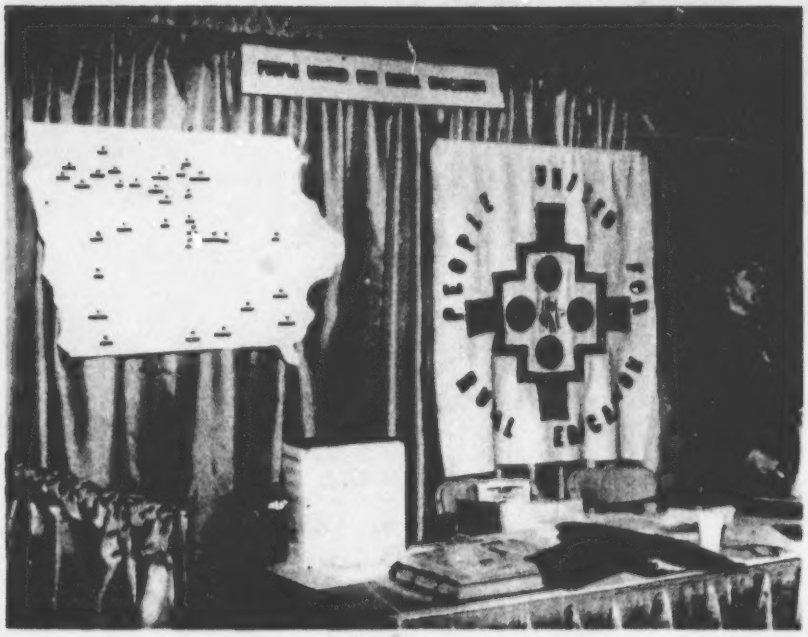

Creativity growing out of austerity.

1982 NATIONAL CONFERENCE
PEOPLE UNITED
FOR RURAL EDUCATION

Written by
Joyce Losure

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INTRODUCTION

Although Old Man Winter tried to upstage the Fifth People United for Rural Education Conference and grab a starring role, all he accomplished was to make the audience somewhat smaller than it otherwise might have been. He did not cool our spirits! A warm, happy atmosphere of learning and sharing prevailed among conference participants.

We thank all of you who attended and who helped to make this Fifth Anniversary Conference successful. Special recognition is awarded to the photographers from the Mueller Studio at Clarion who furnished the pictures for the Conference report; to Jack Adams and the Arrowhead AEA personnel who taped the proceedings; and to Rhoda Barhite and the Graphic Agri-Business who add those extra touches to PURE publications; Dr. Steve Swanson, in charge of PURE Conference publicity and public relations, merits praise for his promotional work. We were pleased with the responses to Steve's news release from newspapers and radios statewide and especially for the interview conducted by Dolph Pulliam of KCCI. Further plaudits are in order for Dr. Bill Dreier of UNI who not only carried out his own assignment but also substituted graciously and effectively as needed.

Conference highlights include the entertainment provided by our enthusiastic rural school student performers. This year the presentations featured the Ventura High School Swing Choir, the Nishna Valley Black Hawk Jazz Band, and the West Bend Drill Team. Thank you for the enjoyment you provided as you also reminded us of one of the reasons PURE exists: to provide educational opportunities for all youngsters.

One final Thank You note--Once again the Hotel Fort Des Moines personnel cooperated fully in extending to us their total services and hospitality. Those of you who couldn't attend missed a good conference!

1982 CONFERENCE CO-CHAIRS

Dr. Roger Baskerville	Joyce Losure
Ervin Burton	Kay Banwart
Jon Baker	Jane Zelinsky

CONTENTS

INTRODUCTION..... 2

FIRST GENERAL SESSION

Conference Overview..... 5
The Roots of Rural Education Inequity..... 8

SECOND GENERAL SESSION

Thursday Luncheon

NIE Rural Education Research Initiative..... 12

CONCURRENT SESSIONS

Sharing Academics in Iowa High Schools..... 15
Sharing Activities in Iowa High Schools..... 16
Indian Hills Community College 4 Day School Week -- Implications for Iowa Elementary & Secondary Schools..... 17
School Community Relations in Rural Setting - The Clearfield Survival Story..... 17
ISEA Helping Small Schools..... 18
Pumping Up the PURE Balloon in Your Local Community..... 19
What Happens When the School Leaves a Community..... 20

BANQUET

Remarks from P.U.R.E. National Advisor..... 20
Banquet Greetings..... 22
The Four Day School Week - A Proven Option for Rural Schools..... 23
Colorado's Alternative School Calendar Program..... 26

BUSINESS MEETING

Yearly Summary of PURE's Board Activities..... 28

THIRD GENERAL SESSION

The Impact of Education Block Grants on Rural and Small Schools..... 29

CLOSING SESSION

Changing Roles of Federal, State & Local Government Affecting Rural Education..... 32

Round Table Discussions with Legislators (Tapes Available)..... 34

Representation at the Fifth Conference of People United for Rural Education..... 39

Conference '82 Awards..... 40

In Appreciation..... 45

Roster of Exhibitors 46

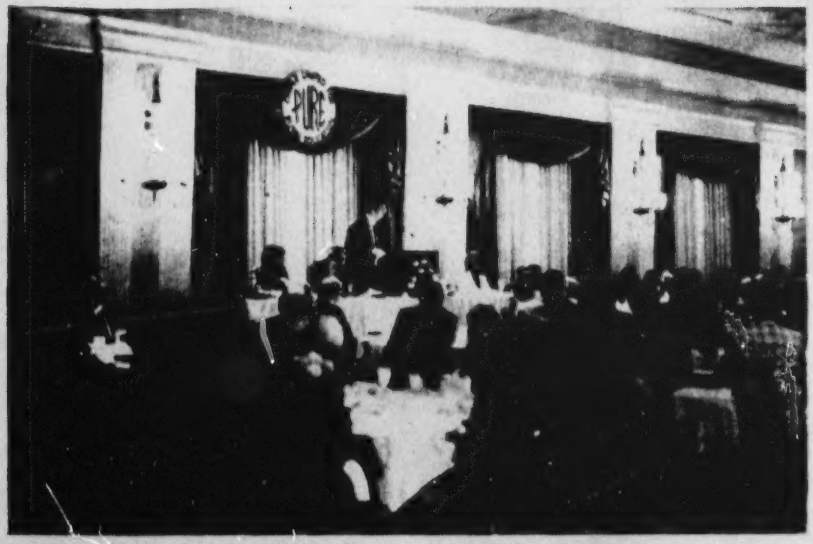
More Conference '82 Photos..... 47

THURSDAY

LUNCHEON

THURSDAY LUNCHEON: ERVIN BURTON, DR. THOMAS SCHULTZ, JANE ZELINSKY

THURSDAY LUNCHEON: Table, LARRY COSTELLO, ERVIN BURTON, DR. THOMAS SCHULTZ, JANE ZELINSKY. Foreground, AL HUISMAN, ROBERT MALLOY.



THURSDAY LUNCHEON TABLE

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FIRST GENERAL SESSION CONFERENCE OVERVIEW

SPEAKER: DR. ROGER BASKERVILLE

State Advisory Chair

1982 PURE CONFERENCE OVERVIEW
OBSERVATIONS AND PROGNOSTICATIONS

Welcome to PURE's Fifth Annual National Rural Education Conference. Who would have thought, six years ago, that this all-volunteer, national award-winning organization would be born, live, and continue to exist in the heartland of America. Who would have even ventured to predict (five years ago) that People United for Rural Education would still be alive and well following the blitzkreig of Senate File 300; a legislative gem which would have mandated the reorganization of our schools. Who would have surmised that our initial 'fly-by-the-seat-of-the-pants' organizational schemata would wend its way through the jungle of legislative mish-mash, double-talk, and political jive-jargon inherent only within the hallowed halls and backrooms 'up on the hill'; that we would so adamantly and vociferously respond to the sardonic (mocking) challenge of a Department of Public Instruction official in 1977 to "get ourselves organized" if we were so concerned about maintaining our 'so-called' schools, communities, identities and the right to local governance and decision-making. In short, in essense, and in summation the founding fathers, mothers, brothers, sisters, aunts, uncles and cousins of People United for Rural Education were underestimated. All I can say is "thank God and Praise the Lord!" If our tiny band of overly-zealous, educational patriots had been taken seriously by the "economy of scale, what-could-'they'-possibly-learn-out-there" bureaucrats, our little rolling stone would never have gathered momentum. It wouldn't have taken much to crush our tiny 'people's volkswagen' in 1977 if the 'government's cadillac' had not been preoccupied with taking on more and more gas in their voluminous, bottomless tank. In fact, if Goliath had not allowed our David to pick up the stone of 'indignation', PURE would still be an adjective modifying spring water.

Before I review the outstanding agenda and personnel on hand for the 1982 Conference, "Creativity Growing Out of Austerity," there are a few more observations which must be made. During the first week of January, 1982, a series of articles on Iowa's small communities appeared in the Des Moines Register. For the first time in years, this statewide 'daily voice' medium took an unbiased look at the very nature of this "land between two rivers"; that is, our small communities. Many of you are already familiar with the Toward Community Growth Career Education program pioneered and developed at Lohrville. You will find that a complimentary copy of the Third Year Report was given to you with your Conference registration materials. Please peruse the study at your leisure, and you will find that many of the items "uncovered" by the Register were in the process of being overhauled and worked on at Lohrville six years ago. I am extremely happy that the Register (the paper all Iowa depends on, and therefore reads) is beginning to realize some basic truisms which Toward Community Growth and PURE members have known all along. The January 3, 1982 Register stated (and I concur, because it sounds like the philosophy in Toward Community Growth) "Iowa's small towns have shaped the character and values of the state and its people. If fewer Iowans grow up in these towns, attend the small schools, and work beside their neighbors, then the state will be a different place." The January 10 Register reported, in three very prolific words of a subheading what PURE has been saying since 1977: "Bigger...Not.... Better." A January 17 Register editorial voiced the following opinion:

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> Iowans can expect to feel cultural shocks from the disappearance of the vitality of so many small towns. The state's economy has been dependent largely on the produce of the soil, but its character has been stamped by small towns. The beliefs, values, and taboos cultivated there--around the family table or in a Main Street cafe, at a church circle meeting or in a high-school class--have had a powerful influence on the political and social attitudes of the state's people.

The January 3 Register carried a lead story which epitomized the "Lessons in Rural" heralded by our Toward Community Growth project: "For five decades, a shadow of decline has darkened the places where Iowa grew up...Many of Iowa's small towns...have watched their Main Streets wither, their sons and daughters move away, their schools close, and their surrounding farms consolidate into bigger spreads with fewer families." In effect, those very observant, very astute words synthesize what PURE is, or must be, or should be, all about. We have the moral and futuristic obligation to concern ourselves with the total decline facing the entire state of Iowa: 1) The decline of our small farms; 2) the decline of our small communities; 3) the decline of our small schools; and 4) the rapid and increasing outmigration of our younger citizens. As I view the problem, all four components previously outlined are interrelated; all parts affect the whole. What, then, do we do about this problem? Do we continue to consolidate our schools? Our small farms? Do we continue to lose our communities? Do we continue to allow the outmigration of our citizens? Our young people? Or do we take a stand and work 'toward community growth'? With the help of the suddenly very surprising and 'positive' Register articles (positive, that is, toward small communities, small farms, small schools, and the retention of Iowa's youth) let's briefly examine some very basic and some very simple facts. The January 17 Register reported on a "tale of five towns and one school." You'll recognize the plot; it's the same old story concerning school mergers.

> Once upon a simpler time, there were five little towns--Holly Springs, Hornick, Salix, Sloan, and Smithland--with five little schools. And everyone was very happy.
>
> The fairy tale ended in the early 1960's with the consolidation of the five schools and the beginning of the Westwood Community School District. Hardly anyone in these parts has lived happily ever after.
>
> The Westwood fuss is not unlike other school squabbles..."

And who's right, or who's wrong? According to the same article "it all depends on whose ox is getting gored or whose foot is getting stomped." The Register concluded with its implication that school mergers make "mortal enemies" of neighbors.

What about the continued consolidation of small family farms into large ones? If we give "a free rein to the economies of scale and capability of greater horsepower" the Register's investigative reporters maintain that Iowa's 120,000 farms will shrink to approximately 15,000 in 50 years. Where will this place our state population-wise, school-wise, and community-wise? Is this the direction we want Iowa to pursue? The January 10 Register provided a futuristic look at the Hawkeye State in the year 2032. If the following "picture of the future seems incredible, think about the changes in Iowa's small towns and farms in the past 50 years."

Look ahead through 50 years of springtime planting and autumn harvest, and this is what you might find in Iowa's future:

The corn and soybean fields stretch for miles. As far as the eye can see, there is not a farmstead in this sea of green and gold. Old farmyards have been plowed up, and huge tractors and combines roll across what once were country roads and the yards and streets of tiny Iowa villages.

In the entire state, there are only 15,000 farms. In the early 1980's, there were eight times as many. The average spread now is 2,300 acres, not the 290 acres of 1981.

As the experts feared, many of the smallest towns that existed in 1980 are gone, and the concern now is for the survival of some of the 99 county seats.

Many towns that have survived are nothing more than rows of white clapboard houses. Other traditional signs of small town prosperity--the schools, Main Street businesses, and jobs--have disappeared.

Even in towns that are better off, the Main Streets of many are dying. The grain elevator still stands watch over the town, but the only bustling businesses are the farm supply store and the combination grocery store, cafe and tavern.

Life in much of rural Iowa is empty. The farmers, their families, and the hired help are isolated. There are no neighbors for miles; there often is no town with a cafe close enough for a quick cup of coffee in the morning.

And finally, where have all the children gone? Sometime, for your own amazement, look at the faces on the class pictures of your own school's graduating seniors. What happened to them? Why did they leave? Were they told (or educated) to part the rolling seas of golden grain and make an exodus (as quickly as possible) away from the homes, schools, and communities which nurtured them? Did they make the decision to leave all by themselves, independent of outside factors and influence? Were specific socio-economic conditions present over which we had, and have, no control? Or do we continue to cut off our nose merely to spite our face? Farmer-writer Robert Karolevitz of Mission Hill, South Dakota, commented in the January 10 Des Moines Register about the ironies involved in the withering away of Midwestern small towns.

> As we decry the exodus of the young and the decline of our smaller communities, we seem to be making paradoxical moves as a nation. We abandon more and more railroad trackage; we centralize our Post Office facilities in larger cities in the name of efficiency; we consolidate our schools; we build interstate freeways to whisk travelers from one population center to another; we legislate against so-called small, inefficient hospitals and we promote the expansion of the farm unit so fewer people are required to produce our food and fiber.

There you go--and there you have it. Sometimes rural people are their own worst enemy. In part, we are responsible for some of this austerity we find ourselves in. It's time to be creative with our solutions for solving problems; or, as an editorialist in the January 17 Register commented, "a little dreaming and alot of planning combined with community willpower can lift many small towns out of the doldrums into a thriving future."

Keynote presenters at our 1982 PURE Conference will speak on several of the issues I have outlined. Presently, Dr. Norman Hearn, Director of the Rural Initiative Office of Elementary and Secondary Education, United States Office of Education, Washington, D.C. will deliver his address on, "The Roots of Rural Education Inequity." This noon Dr. Thomas Schultz of the National Institute of Education, Washington, D.C. will speak on "Rural Education Research Initiative." This evening Dr. Roy Brubacher, Assistant Commissioner of the Colorado State Department of Education and President-elect of the Rural Education Association will comment on an exciting, new, and proven option for rural schools, "The Four-Day School Week". On Friday, Donald Jacobsmeyer, Program Specialist of the Kansas City U.S. Education Department will provide valuable information on the impact of block grants for small and rural schools. At the Friday luncheon, Dr. Harold Blackburn (also of the Region VII, Kansas City Department) will speak on "The Changing Roles of Federal, State, and Local Governments in Education."

In addition to our nationally-recognized keynoters, Thursday's agenda also includes seven concurrent sessions which should be of specific and particular interest to Conference participants: 1) Sharing Academics in Iowa High Schools; 2) Sharing Activities in Iowa High Schools; 3) The Indian Hills Community College's Four-Day School Week and its Implications for Iowa's Elementary and Secondary Schools; 4) School Community Relations in a Rural Setting--The Clearfield Survival Story; 5) The ISEA Helping Small Schools; 6) Pumping Up the PURE Balloon in Your Local Community; and 7) What Happens When the School Leaves a Community. If you couldn't find your own problem in this laundry list, you'll want to include tomorrow morning on your agenda when we have our round table discussions with the educational committee members of Iowa's Legislature. The Honorable Delwyn Stromer, Speaker of the House

of Representatives, will summarize our discussion results at the noon luncheon.

Suffice it to say, that concludes the 1982 People United for Rural Education Conference Overview. I sincerely hope you find our convention a vital and valuable learning experience. One final comment: The essence and intent of education never changes. They are the same yesterday, today, and tomorrow. The only non-static variable is man, and once he has tried a new set of 'educational' wings his feet will eventually come back to earth. Hopefully, he will have become a little wiser, a little smarter, and a little more experienced in the best ways to impart knowledge. As long as he has someone to listen, that very simple process called 'education' will continue.

Thank you, and welcome to our Fifth Annual Conference of People United for Rural Education.

THURSDAY OPENING SESSION: ROBERT MALLOY, DR. ROGER BASKERVILLE, JOYCE LOSURE, JANE ZELINSKY, DR. NORMAN HEARN

FIRST GENERAL SESSION
THE ROOTS OF
RURAL EDUCATION INEQUITY

SPEAKER: DR. NORMAN E. HEARN

Director, Rural Initiative Office of Elementary & Secondary Education, U.S. Dept. of Education, Washington, D.C.

Rural folks have borne the indignities of "hick", "bumpkin","red-neck" and other such name-calling and stereotyping since time immemorial. Even the dictionary carries the message. City means "civilized"; urban means "urbane" or "sophisticated". Rural has always meant "crude" or "peasant". Country implies "uncultured" as in "Hee-Haw" and "Let's-all-laugh-at-them." Most rural people respond to such ridicule good-naturedly and without rancor.

But this historic baggage of biases has influenced our thinking about rural education and our public policies regarding rural schooling with some serious consequences. As Paul Nachtigal points out in Improving Rural Schools, policymakers regard the "reality" of the rural schools condition--sparsity, isolation, smallness, and limited economic base--in negative terms. This bias has led to public policies that either ignore them, neglect them or stamp them out. The evidence is monumental that this is exactly what has happened. During the past 75 years small schools everywhere were turned into storage sheds or antique barns, and rural children, in the name of reform, were hauled out of their home

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communities to larger urban centers.

But we need not point accusing fingers at some ambiguous "they" as in "They-did-it-to-us." As in Pogo, "we" is "us". The fact is that those who molded and enforced rural education policies during the past 75 years came from rural schools. The leaders of the school consolidation movement, for example, were country born and reared. Neither can we escape the fact that we taught ourselves that we were somehow inferior, that we must put country ways behind us and camouflage the nature of our rural birth with a gloss of erudition. Only recently, as cities began to groan under their burden of large numbers and deteriorating environments, has it become "chic" to even confess our rural heritage. We may even brag a bit about our good fortune, though we know that past bias and resultant inequity have hurt us and our children.

It is obvious that the tap root of rural educational inequity is a cultural prejudice but the offshoots are not nearly as conspicuous. It is my purpose to expose as many of these roots and offshoots as possible in the hope that future public policies will not penalize rural areas and thus rural children and adults.

One basic source of anti-rural bias is in the "big-is-better" syndrome. The American preoccupation with bigness--tall buildings, big crowds, mass markets--has caused policymakers to arrange their priorities by the numbers rather than by the intensity of the human need.

The criticalness of a problem becomes a function of the degree of concentration of students. This works against rural areas in two ways: 1) a large quantity of learners becomes a pre-condition for a quality curriculum, and 2) a large concentration of non-learners constitutes a more serious problem than a similar number of dispersed non-learners (underachievers and dropouts, for example). When translated into grants-making policy this means that agencies will give more rating points for such concentrations, thereby penalizing rural areas because of dispersion. Rural and small schools lose on at least two counts: 1) they don't have large numbers of pupils, and therefore in any competition with populous schools they appear less cost effective; and 2) guidelines and the laws for formula-grant allocations often specify a minimum number of pupils before an LEA is eligible for a share of the monies--cuting them off at the pass, so to speak.

Ironically, the large number of LEAs works against rural areas when it comes to sharing information and receiving assistance. A common exclamation is: "There are too damn many of them". (11,000 LEAs are under 1500 enrollment). Unabashedly, agency personnel preparing mailing lists or assistance schedules will state that it is not feasible to notify so many.

Small rural schools are expected to find out about financial opportunities, technical assistance or promising research and successful practices through some kind of telepathy or hearsay network; or they are to read some expensive and obscure publication, such as The Commerce Business Daily or the Federal Register.

Another curious thing happens to rural areas when legislators sit down to design a formula for distributing public monies. Though obviously it would cost more to provide a really quality education for the rural disadvantaged child in small and isolated schools when it comes to distributing funds to States to help these same kids, the per-pupil expenditure (PPE) gets cranked into the formula as if PPE were the real cost of a truly quality education. A rural State gets less per child because it "costs less" than a higher cost State. In this way, policymakers and legislators blithely perpetuate the poverty-level education of less affluent areas under the guise of administering programs designed to address the causes of inequality. Schools that have spent less (because they can't afford it) get less because they didn't have it to spend.

Another manifestation of a subtle bias that causes unintended harm is the habit of policymakers and grants administrators to favor a "commitment" by the local educational agency when deciding whom shall be funded. Surrogates for this commitment are usually "matching funds" or "full-time staff" or "short-term phase-in". Though the objective of encouraging local continuation or adoption by such commitment is commendable, the side effect is to exclude the small and rural LEAs that lack financial ability to make such a commitment. Self exclusion by

LEAs often takes place up front before the application. Or, if application is made, the funding agency excludes LEAs during the proposal review process when this "commitment factor" is given special weight in the funding decision. This is a case where a noble program purpose subverts a basic intent of the program, such as serving the most needy.

Good intentions also mask the root cause of one of the most serious forms of discrimination by government and private funding agencies. That is found in the national mania to achieve pseudo sophistication for an otherwise simple process of grants making by aping the jargon of the research and management sciences field. Specifications for project applications often read like a foreign language text. This practice has intimidated the harried school administrators from even walking onto the field of competition for grants.

The avowed purpose of requiring comprehensive needs assessments, measurable objectives, elaborate research designs, valid and reliable instrumentation, PERT and Gannt charts, significance tests and other such technical provisions is to ensure a well-constructed and well-executed project and program. But the larger unintended effect of these requirements often is to skew the outcome of the program from that of meeting pupil needs to that of serving the information and professional growth needs of researchers and administrators. It has been said that there is an inverse ratio between ability to get a grant and the need for a grant. As grantsmanship is so rewarded, small school administrators who have little time for such falderal because they may be driving buses, or counting lunch money will continue to lose. The capability to master the grants process becomes more important than the need, capability and motivation to serve children.

The most subtle but effective way that small and rural schools are penalized in the grants-awarding process is through the imposition of common criteria for rating proposals and applications. A few examples of the most widely used criteria illustrate the built-in bias.

Typically a "Plan of Operation" criterion awards points for a "clear description of how the applicant will provide equal access and treatment of the traditionally under-represented, including minorities, women, elderly and handicapped." Rural communities are often homogenous and have few or no minorities; women's roles are traditional; the elderly are usually occupied; and the handicapped are dispersed--all enough to not only make a plan futile, but to discourage applicants even before they lose on points.

The "quality of key personnel" criterion, on the surface, would seem to be a fairly objective criterion; but rural schools are immediately at a severe disadvantage because of low pay and the isolation factor which makes recruitment and retention of highly qualified personnel difficult. Raters of proposals usually consider degrees and years of experience as quality points, both standards not usually found in rural areas.

Even more inappropriate is the commonly used "time-committed-to-job" standard. Rural personnel are notorious for their many occupational hats--drivers, part-time teachers, business managers, etc. It is unlikely that a small rural school could tolerate personnel devoting full-time to one job. Furthermore, it presents an awkward personnel situation when a full-time State or Federal project director is prohibited by audit threats from sharing routine duties with regular personnel.

The almost universal inclusion of a "budget-and-cost-effective" criterion is especially detrimental to small and rural schools. Cost-effectiveness is usually determined by looking at a quotient derived by dividing the number of pupils into total dollars. If the LEA designs a comprehensive quality program, their ratio will be bad because a quality education for a small number of pupils requires a basic minimum number of teachers and the same number of library books as a larger school. If the LEA attempts to lower costs by skimping on salaries, for example, they will likely score lower on the "quality-of-personnel" criterion. Small schools get bushwhacked and whipsawed."

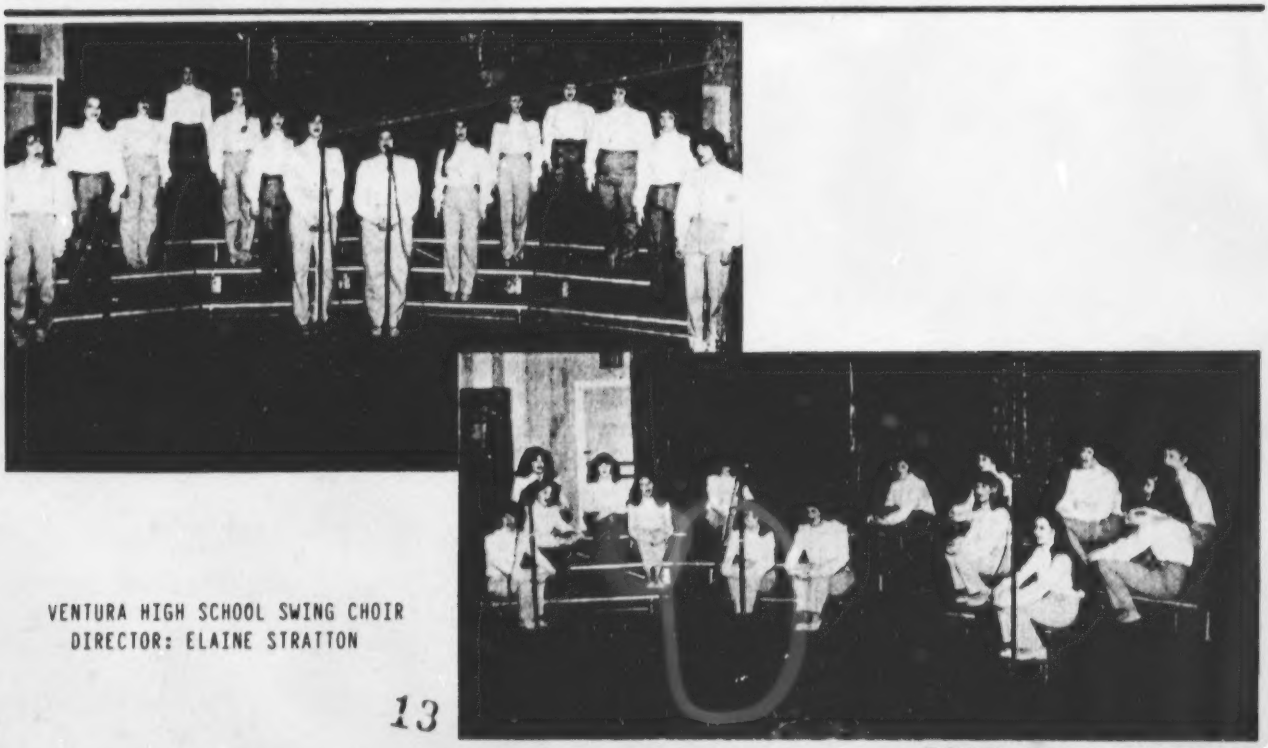
But rural schools really get bushwhacked and whipsawed on the ubiquitous evaluation criterion. Not only are they not likely to have personnel who can design a sophisticated evaluation plan, they usually do not have a grant large enough to allow sufficient funds for an evaluation. A typical rural project of

about $10,000 would be allowed by usual guidelines (5-10%) about $500-$1,000 for evaluation--hardly enough for a valid design and certainly not enough to win many points in any competition with larger projects. And technical assistance help is usually far away and far too expensive.

This entire traversity is reinforced by a common public and private agency practice of hiring experts to read and rate applications and grant proposals. These experts are usually researchers and writers--the very people who originate and perpetuate the system. Not only are the readers usually from academe; they are most often from the few commonly recognized large and prestigious institutions that are likely to be out of touch and out of sympathy with rural America. Seldom are persons fresh from the classroom or school board rooms, particularly of rural or small schools, asked to comment on the quality or reality of the proposals. As a result, much of what is funded is irrelevant for small and rural practitioners and, as time goes on, the grants-making process becomes further encumbered with more and more research and management sciences rhetoric. If this trend is unchecked, it will take the entire grants process into an esoteric orbit that will put public monies completely out of reach of the most needy, particularly those in small and rural schools.

It is risky to attack this system for fear of being dubbed as anti-intellectual and unsophisticated. But rural and small school advocates must not be intimidated. They should make it clear that they are not indicting the entire social and management science fields; but rather they are objecting to the inappropriate and unbalanced application of theoretical principles to a process that makes it difficult for small, rural and usually poor LEAs to participate.

No one will seriously argue with the need for clear objectives, good management, and solid evidence of success. But they can ask that while striving for these noble goals, policy makers not put undue stress on improving the process to the detriment of meeting real needs. Or to put it positively; the grants process must emphasize need, creativity and sincerity, and must put greater trust in the integrity of those who serve children. As this occurs, not only are rural areas more likely to receive a fair share of Federal, State, and private funds and services, but all pupils--regardless of place of residence--will benefit from educational programs closer to the reality of everyday classroom learning.



VENTURA HIGH SCHOOL SWING CHOIR
DIRECTOR: ELAINE STRATTON

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SECOND GENERAL SESSION

THURSDAY LUNCHEON SPEECH

NIE RURAL EDUCATION RESEARCH INITIATIVE

SPEAKER: DR. THOMAS SCHULTZ

Team Leader for Rural Education Studies,
National Institute of Education,
Washington, D.C.

I am pleased to be here today to discuss research on rural education sponsored by the National Institute of Education. I feel a strong relationship with PURE, although this is the first time I have had the privilege of attending your annual conference. PURE serves as a real encouragement to those of us in Washington who are concerned with rural education. You help us to know that our efforts are serving a real and legitimate need; you help us with advice on the priorities of local citizens and educators; and you help us keep up our morale as we work.

In addition, I feel a strong tie between NIE's rural research and the state of Iowa. We have studied the community schools in Amana as a part of a project looking at small districts throughout the country; we have spent time in Waverly reviewing their vocational agriculture program; we conducted a case study of PURE itself several years ago as part of a project on examining various efforts to improve rural education; and our new study of rural special education involved the Arrowhead Area Education Agency in Fort Dodge.

I will describe our rural research program in three categories:

1. Descriptive studies which investigate the strengths, problems, and innovative strategies of rural schools and districts;

2. Policy studies which assess the appropriateness of state and federal policies for rural districts and how external mandates are implemented in small schools

3. Dissemination and technical assistance projects, to apply what we learn from research to help local educators and policymakers improve rural education.

Descriptive research:

When I read your conference report from last year, I noted that Faith Dunne delivered a speech summarizing the status of her study of small rural schools. Her project is a prime example of this type of research. It was designed when she discovered that the standard Department of Education research surveys do not include information from any district with fewer than 300 in enrollment. Since there are over 4000 of these districts in the country, most of them rural, she felt it was important to look at issues such as how they are organized and managed, how school board members and parents perceive their strengths and weaknesses and how they provide instruction to different types of students. Faith designed a survey form on these questions and has also conducted a series of eight case studies which provide a more complicated and subtle picture of the quality of school and community life.

In a sense, you might be critical of the worth of this type of research, because you already know most of the findings--you live and work in these types of school systems and you know them well. You could ask, why spend money to restate the familiar problems of rural education? From my point of view, there are two primary benefits:

1. This research informs policymakers on the health of rural education. It can help combat persistent myths about small schools--charges of poor quality or inefficiency, and it helps build a climate of opinion which recognizes rural education as a legitimate constituency.

2. Descriptive research can explore solutions to common problems of rural districts. Take the difficulty of attracting and retaining teachers in rural areas. While the extent of this problem varies widely by region of the country and type of teacher, it is certainly an issue for many rural districts. Faith's project will allow us to compare data on teacher satisfaction, length of service, preparation and other factors. Hopefully she will be able to develop analyses and recommendations to help local administrators as they recruit, select, and train staff.

Let me give you another example on this same point. We funded a small study entitled, "Planning for Declining Enrollment in Single High School Districts'. The project tried to look ahead based on declining enrollments in the elementary and middle grades and focus on the future of smaller districts with only one high

school. (These comprise 73 percent of all LEAs.) The project strategy was to form a consortium of six single-high school districts currently experiencing decline to explore strategies for handling this problem. They came up with a brief readable booklet with nine different alternatives to consider including:

--reorganizing the district grade structure
--sharing programs and staff with neighboring districts
--consolidation
--working cooperatively with colleges
--collaboration with local business and community service agencies

Each of the strategies is illustrated with a variety of specific examples. The report also discusses planning and decision making issues for developing a consensus on these choices within the school and the community.

Policy Studies:

The second major type of research I will share with you this afternoon is the area of policy studies--work on how external mandates and programs help or hinder rural districts. Probably NIE's first and most famous study of this type was Jonathan Sher's research on school district consolidation. This project was basically a very careful look at the traditional arguments used by advocates of consolidation (that it saves money and improves educational quality). The basic conclusion of the study was that there was not strong evidence to support those claims. The report of that study is one of NIE's all-time best sellers--we've distributed over 40,000 copies.

More recently, we conducted a major study on different strategies for improving rural schools. We looked at heavily funded federal programs such as the Experimental Schools Program, Teacher Corps and the Urban/Rural Program as well as small-scale local efforts at curriculum development and innovative staffing. The findings were not easy to interpret. While most of the complex federal programs proved less effective over the long haul when compared to locally developed efforts, that wasn't uniformly true. We found the National Diffusion Network, a federal program, was a very successful support strategy to support innovation in rural districts, and a number of the local efforts turned out to depend a lot on help and encouragement from outside groups such as state departments of education and foundations.

In addition, we've done a variety of studies on finance formulas to examine the basic question of whether rural districts receive a fair share of resources necessary to provide a quality education program. As I've read newsletters and materials from PURE over the years, I realize you have a very sophisticated understanding of these matters; and I think our researchers could learn a lot just by interviewing some of your leadership!

The findings of these studies are difficult to summarize, but in general we've learned that:

--many past programs did fail to give rural districts an equal share
--the standard of an "equal per pupil expenditure may overlook special rural costs such as transportation
--there are degrees of rurality and within district allocations need to be studied in consolidated districts

A new project in this area is our study of special education in rural districts--focusing on the problems of implementing P.L. 94-142 in rural areas and examining strategies for districts to collaborate through intermediate units or shared services to assist handicapped students.

Dissemination and Technical Assistance:

To me, the NIE has two primary functions and purposes: the first is to select the most important problems for research and support the best qualified investigators to study these problems. There is no substitute for high quality standards and careful planning if we want reliable answers to our questions about important problems. Our second goal is to make sure that the results of our research gets into the hands of people who can use it. This involves figuring out the appropriate audience, learning how to design publications or other means to reach them, and sifting through technical research reports to highlight those conclusions which are meaningful and helpful to local educators. Let me share some of the ways we have addressed this issue in our rural studies.

First, in every project we have built in a requirement for a short summary project report written for the local level

audience. These reports condense and interpret the results of the technical research in plain English and try to discuss the consequences of the research for people who are trying to make small schools work more effectively. We've tried to keep these reports short and distribute them as widely as possible. One measure of our success is that we keep running out of copies, and I do quite a bit of xeroxing myself to fulfill individual requests we receive in the mail.

Second, we attempt to choose researchers who are effective at presenting their work through speeches, workshops, and at conferences such as these. As I've seen your conference program and reports over the past years, I've recognized speakers such as Jonathan Sher, Paul Nachtigal, Faith Dunne, and Gail Parks as people we have supported as researchers in rural education. I admire your taste, and I guess you admire mine.

Third, we have supported several projects to aid rural educators in more direct ways. Two of our regional education laboratories are working on rural education concerns. The Northwest Regional Laboratory, which serves that region of the country, has developed a training program and materials for training school board members in rural communities. The Mid-Continental Regional Laboratory, which works with the states of Colorado, the Dakotas, Missouri, Kansas, Nebraska, and Wyoming, has a project on rural education which has developed some new approaches to vocational education and science education for small rural high schools and is looking into the problems of state school finance formulas in that region in relation to rural school districts. We support an ERIC Center on Rural Education and Small Schools at the University of New Mexico in Las Cruces. This facility maintains a resource file of all past and current research on rural education topics and prepares summary reports on a variety of topics each year. Another example of a project of this type is a small study we began this fall on the uses of technology in rural schools--gathering examples of successful programs using computers, educational television and the like in small schools.

In conclusion, let me speculate on what the future of rural research may be at NIE. In spite of the uncertainty about budget and organizational issues, we are continuing to think about new themes and issues which would be appropriate if we can continue sponsoring work in the future. In my view, the objective which we will center our efforts around in the next few years is the issue of <u>excellence</u>. I use that term as a general theme, and I can contrast it to what I think was our past emphasis, which was on <u>equity</u>. As I listed many of our projects from the past, you may have noticed that many of them centered around questions of whether rural schools were being treated fairly or were receiving their fair share of some program or funding source. Also, we sponsored work around the equity issues of women and minority groups within rural schools--trying to understand better whether they were receiving fair appropriate treatment. My sense of the future is that rather than focusing on equity, we will center our attention on how to make rural schools work better for all types of kids.

This emphasis involves an important shift in our attitude and mentality. In the past, rural education has partly worked as an interest group by adopting the "fortress mentality"--uniting in the face of discrimination for indifference from outside interests. If the finger of blame could be pointed at a state department of education, or, better yet, the federal government in Washington, rural educators could band together to defend their instructional quality for all kinds of kids at the local level, without looking for substantial help or as many of the past hinderances from external sources as was true in the past.

What can research contribute to this goal of excellence? My sense is that the most central way we can assist is through a careful study of the characteristics of unusually effective rural schools. Some of you may have read about a series of recent studies of exemplary urban elementary schools. These projects began by locating schools with relatively high test scores serving low-income students. By comparing these schools with less "effective" schools serving similar types of students, these projects have concluded that there are five keys to success in these settings:

1. Strong administrative leadership by the school principal, especially in regard to instructional matters;

2. A school climate conducive to learning; that is, a safe orderly school free of discipline and vandalism problems;

3. A school-wide emphasis on basic skills instruction, which includes agreement among the professional staff on that primary goal;

4. Teacher expectations that students can reach high levels of achievement regardless of pupil background; and

5. A system for monitoring and assessing pupil performance, which is tied to instructional objectives.

These factors seem quite sensible. They imply that a school is likely to be effective if the principal and instructional staff agree on what they are doing, believe they can do it, provide an environment conducive to accomplishing the task, and adjust their performance on the basis of assessments of their effectiveness.

An initial question is to examine whether these same factors seem to distinguish unusually effective rural elementary schools from less effective ones. In addition, we need to take on the much more complicated task of looking at the high school level--where, as you know, the problems of small size tend to create far more difficult problems of choices in staffing and program for rural communities. Here there are many questions of the criteria for an unusually successful school which need to be explored. We probably need to find ways to involve community leaders and parents in the process of determining the extent to which rural high schools should prepare students for postsecondary education, jobs in their local community, or some combination of the two.

I believe this type of research is vital to preserving and enhancing rural education. PURE has been in the forefront of a national movement to protect the rights of rural communities to locally-controlled schools, with many notable successes. While the struggle continues, I believe your agenda for the future needs to also include attention to increasing the quality and effectiveness of rural schools and districts. I hope NIE can assist you in these efforts.

CONCURRENT SESSIONS
I
SHARING ACADEMICS IN IOWA HIGH SCHOOLS

PRESENTERS:

SUPT. DALE SORENSEN

Corwith-Wesley

SUPT. MARVIN BOEHME

LuVerne

The Corwith-Wesley, LuVerne school districts entered into a sharing program to strive for financial equity and excellence in education. They felt it better to share and let things evolve than to have mandatory reorganization. They saved money, but did not cut down on course offerings. They gave the steps from the introduction to the final legal agreement.

Advantages included offering 40 courses, quality teachers, compromise and cooperation, exposure to different ideas and views, PRIDE, cheaper, people retain identity, good discipline, only three grades in a building.

Some problems were busing, shared activities, giving up one period each day, scheduling, heating, real or imaginary slights, extra curricular activities, sponsoring activities, location of game sites. A change in the law is needed. At present, these schools cannot participate in state competition. Schools should be allowed to maintain educational activities, not just survival.

Summary:

Future: Our sharing program is going to stay as it is with gradual improvement. These schools do not look to reorganization as long as they have good leadership, fun, and are provided with opportunities for quality education. They look for a bright future. Many small schools in the state with a tight budget should look into the future for alternatives. Some are expensive.

Students want direction. There is a difference between reorganizing and sharing. Sharing needs good leadership. It is cheaper, provides courses that each district operating by itself could not offer, and avoids the bitterness of forced reorganization.

II

SHARING ACTIVITIES IN IOWA HIGH SCHOOLS

PRESENTERS: LARRY BARTLETT
State Dept. of Public Instruction
BERNIE SAGGAU
Executive Director, IASAA
WAYNE COOLEY
Executive Director, IGHSAA

A program has been proposed on the proposition of sharing activities in Iowa high schools. The background was given. Research has been done, the philosophy explained, and suggested rules drawn up. Some conditions and key things to remember in entering into such an agreement between schools were discussed.

The two main trends of the rule changes were: 1) Student benefits, does it benefit the student? 2) Local control.

Conditions of the agreement: All terms must be in writing; attendance boundaries must be contiguous; (a new factor for discussion) all parties to the agreement have to be engaged in some kind of academic sharing program; agreement for terms not less than two years; allows schools to break, but will not allow them to go to someone else until the time is up; copy of written agreement filed with county association; competition engaged in only the name of the school.

Key things to remember: Who is responsible for transportation, finances, eligibility rules, good conduct rules, contest location, awards and letters, loss of opportunity of host school, administrative problems, insurance, gate receipts, staff contracts, recruiting.

Conclusion: The rules will change as needed. Schools have a good chance to make this work. For information, contact Larry Bartlett, State Department of Public Instruction, Des Moines, Iowa.

CONCURRENT SESSION GROUP II

CONCURRENT SESSION GROUP I

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III
INDIAN HILLS COMMUNITY COLLEGE 4 DAY SCHOOL WEEK--IMPLICATIONS FOR IOWA ELEMENTARY & SECONDARY SCHOOLS

PRESENTER: DR. LYLE HELLYER

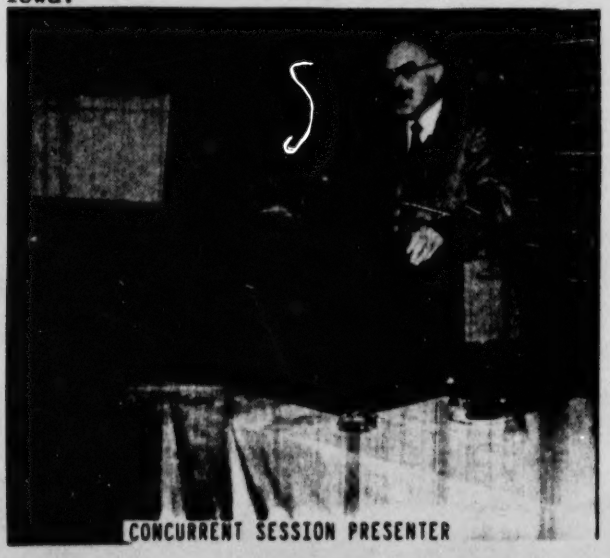
The Indian Hills Community College in Ottumwa went entirely to a four-day week last school year to conserve energy and is continuing the schedule this year. The work day for employees begins about 6:45 a.m.; classes start at 7:15 a.m. The work day ends for students at 4 p.m. and is over for employees at 4:45 p.m. Unlike public schools, the community colleges are not subject to the state law requiring 180 days of classes.

The Prescott school voted to adopt a four-day school week during January and February, 1983. The move is aimed at saving energy costs and cutting bus travel on icy winter roads.

Schools in the district will meet Tuesdays through Fridays during the two months and the school calendar will be extended a week in May.

Establishing the four-day week had some problems. A survey was taken to get the feelings of the people. Basic questions were asked: Length of day, number of days, educational objectives, scheduling, cost of staff, actual savings in fuel and energy, working hours, summer sessions, affect on the community, etc.

For more information, contact the Indian Hills Community College, Ottumwa, Iowa.



CONCURRENT SESSION PRESENTER

IV
SCHOOL COMMUNITY RELATIONS IN RURAL SETTING THE CLEARFIELD SURVIVAL STORY

PRESENTER: MR. LEE HAIDSIAK

Clearfield is a small rural community in southern Iowa faced with declining enrollment and increased costs. They have survived and prospered in spite of predictions to the contrary. They compared their situation to major surgery: diagnosis, extensive surgery, longtime therapy with the intensive care coming from the community.

They needed to live within their budget. They cut positions of the teachers and administrators. Some of the uncertified positions could not be cut. A dedicated custodian helped to reduce building and heating costs. They feel it is a necessity to keep the building in good condition. It is a matter of pride and helps with discipline.

They shared programs and had to tuition students in order to meet state requirements.

They made these recommendations:

1. Analyze the noncertified staff.
2. Analyze the administrators. They have a one-half time superintendent.
3. Extra-curricular activities will eliminate themselves, but do maintain them as long as possible.
4. Live in a community-minded town such as Clearfield. Seven school tax issues have been voted in the last eight years. All passed. Community pride from various town groups helps to support the school activities. The school tries hard to make this a two-way street.
5. For tuition students, the district furnishes money and busing. It is better to share students and teachers. There are less headaches for scheduling.
6. Problems: transportation, scheduling student preferences, sharing must be two-way.
7. With smaller groups there is a spirit of good fellowship.

Summary:

1. Make sure your own house is in order to solicit funds from the community.
2. Work with the community.
3. Make the building available to the

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community with some restriction.

4. Cut your own budget and staff.
5. Keep the students in school. Keep them involved.

CONCURRENT SESSION I

SUPTS. JON BAKER, ROGER BASKERVILLE, WAYNE LARSON

V
ISEA HELPING SMALL SCHOOLS

PRESENTER: JAN REINICKE

ISEA is the unified voice of all education in Iowa. It has concern and appreciation and interest in preserving rural education in Iowa. It is striving to maintain quality education for all Iowa and to provide professional and economic security for its members.

It supports equal educational opportunities, recognizes inadequacy of school funding, cost of services, an enrollment cushion needed because of declining enrollment. It recognizes budget problems.

At the present, we have pride in the education received in Iowa. How long can this continue? The Legislators must allow for additional growth. It is very important to schools that weighting is written into the law for students with special needs.

Some of the concerns of small schools are: Local flexibility under the formula; equalize educational opportunities; taxes and surtaxes; continual cutbacks.

Other problems discussed: Which expenditures can be cut, community support, state aid, property taxes, transportation costs, AEA financing.

About reorganization: "Those schools will exist as long as people believe there is equality of education in those schools. It is up to the local communities to decide."

The ISEA is working to avoid federal cuts in education and for the use of public tax money for private education.

CONCURRENT SESSION V

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VI
PUMPING UP THE PURE BALLOON IN YOUR LOCAL COMMUNITY

PRESENTERS: KAY BANWART
West Bend PURE Local Chapter
JEANNE PLAGGE
CAL PURE Local Chapter
DR. ROGER BASKERVILLE
State PURE Advisor

The two representatives of PURE's two largest local chapters gave histories of the formation of their respective local chapter.

Kay Banwart emphasized the importance of personal contact in recruiting new members and keeping renewals of members up to date. The local chapter at West Bend is composed of five members--two are replaced by election each year and no board member can succeed himself the following year. New people become involved in the organization each year; with past board members becoming strong support to new board members.

The West Bend local chapter board meets as often as they feel necessary to conduct business. The one main effort of this chapter was to inform the school district patrons of important legislation or educational issues that were being debated in hearings. This chapter takes the responsibility of renewing all memberships and recruiting new members at the annual FFA supper each fall. Following this drive, an annual chapter meeting is held. The school administration, the local chapter board and a guest speaker give information about the local school, PURE activities and ways to improve the quality of education of the students at their school.

Jeanne Plagge pointed out the differences between the chapters at CAL and West Bend. The chapter at CAL represents three communities rather than one since their school district has three towns within the district. They have set up an advisory board composed of couples from each community. They meet at a set time and place each month. Each year they list goals for their chapter. Throughout the year they have at least one PURE sponsored activity a month. Among those that Jeanne mentioned were: a fund raising annual supper, sponsorship of a touring Arts Council, participation in completing a community attitudes survey, and writing criteria for eligibility and seting up a scholarship fund for a deserving student from their school.

CAL chapter keeps their membership informed of state and local activities by sending a newsletter to their members each month.

Following Jeanne and Kay's presentations, Dr. Roger Baskerville summarized their reports and noted the different approaches that were used to keep the chapters active and growing. Dr. Baskerville stressed that the success of these chapters seemed to be that the leadership in the formation and the continuing achievements came from within the communities, rather than relying on the local school board or local school administration. Although both chapters indicated that it was through these two groups that PURE was introduced and that it was necessary to have their support, neither administration nor school boards can be the force that determines how active and successful the chapter will be.

No tape available. For further information, contact Kay Banwart, Jeanne Plagge or Dr. Roger Baskerville.

LARRY COSTELLO, RUTH HAUK, BLAKESBURG

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VII
WHAT HAPPENS WHEN THE SCHOOL LEAVES A COMMUNITY

PRESENTER: DR. BILL DREIER

College of Education
University of Northern Iowa

Dr. William Dreier, University of Northern Iowa, made a study of 11 small Iowa towns which had high schools in 1960. They were representative schools in towns from 192 to 1,012 in population. They lost their high schools. What had happened to them by 1980?

He checked the services available in 1960 (maintained or changed), type of services, distances from larger towns, town officials, what had happened to the town since 1960.

These are some of the results:

1. Some towns felt the life-blood of the town was gone. Some ceased to exist.
2. Some lost the vitality of the town. For some towns, this was hard to determine.
3. Many people move to the small towns to grow their family and have a cheaper tax basis.
4. There were over one-half more services in towns with high schools.
5. Towns without high schools generally want services.
6. The difference in services in towns was made by more creative town councils, their location, the community, their services, and the city personnel.
7. It would be well in our county, state and national laws to support our different towns and give preference and consideration to them.
8. People fail to realize that small towns are a resource for the larger towns and should be maintained as such.

CONCURRENT SESSION VII

THURSDAY
FIFTH ANNUAL BANQUET
REMARKS FROM
P.U.R.E. NATIONAL ADVISOR

SPEAKER: DR. JAMES D. JESS

National Advisor

Evolving out of the past five years has been an ever increasing interest in rural education and small schools on the local, state, and national scene. From the status of an almost forgotten segment of the American educational system, rural education and small schools have been elevated to their rightful place among public institutions that provide meaningful educational opportunities to young children and communities. The 'bigger is better' adage of yesterday has given way to 'small can also be beautiful'. Recent efforts of the volunteers in People United for Rural Education working with a growing coalition of interested individuals, organizations, and government officials have done an unbelievable job in helping to reverse the trend of rural education and small school neglect in this country--almost to the point that it has become vogue to be associated with rural education and small schools issues. One of the significant side effects of this renewed interest in rural education and small schools is that rural constituents are no longer apathetic and apologetic about their schools and the results they get from their educational process.

"Creativity Growing out of Austerity" is an appropriate theme for our Fifth

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Anniversary Conference. Many of the creative ideas in American education today have their roots in rural schools. Results of recent research conducted by the National Institute of Education under the direction of Dr. Tom Schultz reveals that much of the creative programming in rural and small schools has been done on shoestring budgets with little or no assistance in federal aid. In Iowa, rural schools have been forced to live with austere budgets for the past decade. Under these conditions some of Iowa's most creative ideas and solutions for providing quality educational services have been developed by the smaller schools. Small schools have developed many of their solutions locally but they have also borrowed ideas from successful small school practices in Iowa and surrounding states. We are privileged to have with us this year Mr. Roy Brubacher, Assistant Commissioner of Education, Colorado State Department of Education, to introduce us to the idea of a "four day school week"...a pilot practice in Colorado that has provided substantial savings in transportation and energy cost without sacrificing the quality of education in the participating rural schools.

We are also fortunate in having with us Dr. Norm Hearn, Director of the Rural Initiative in the Education Department in Washington. Dr. Hearn has been a friend and a fellow watchdog for rural and small schools in Washington. His insight and direction into the needs of rural schools has had much to do with recent educational policy changes on the national scene that will benefit rural and small schools now and in the future.

It is always a pleasure to have a representative from Iowa's State Department of Public Instruction with us at our annual conferences. This year Mrs. Diane Paca, a member of our State Board who possesses a great deal of empathy for rural and small schools, has agreed to share some of her ideas with us.

A P.U.R.E. Conference would not be complete without some words of wisdom from our friends at Region VII, U.S. Education Department in Kansas City. Don Jacobsmeyer and Dr. Harold Blackburn have provided us with encouragement and support since P.U.R.E.'s beginning and we are grateful for the interest and assistance they have given us.

Rural Education and small schools are now and will continue to be an integral part of our American Public Educational System. We can be proud of the contributions our schools make to society. As our country moves toward less federal interference and more state and local control over educational policy development, it will be important that people concerned about quality education in rural America take an active role in helping to develop new policies that will guide the future of our schools.

BANQUET TABLE: JANET KINNEY, KAY BANWART, JERRY HUSTON, DIANNE L.D. PACA, DR. JAMES JESS, JAN JESS, ROY BRUBACHER, LARRY COSTELLO. NOT SHOWN ...ROBERT MALLOY AND JOYCE LOSURE.

THURSDAY BANQUET: DR. JAMES JESS, KAY BANWART

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BANQUET GREETINGS

SPEAKER: DIANNE L. D. PACA

State Board Member of the
Department of Public Instruction

Good evening: Friends of Education for the state of Iowa!

I am honored to be a small part of the fifth annual convention for People United for Rural Education, but also to share appreciation with each of you, from my colleagues, for every effort to attain quality educational programs.

People of PURE: You are believers and volunteers of an organization that has grown in five short years from Judy Greiner's dream with the help of Joyce Losure and Janet Kinney and many, many more, to attain nearly 3,000 members or 245 schools of 441 in the state of Iowa.

Each of you are very sincere and important stepping stones not only for your rural schools and communities, but grassroots for most education in Iowa. Why?

--You are uniting people at the local level, state level, and national level.
--You are involving educators, legislalators, and laymen, and I suggest more involvement with business leaders.
--We are all here for a common goal of sharing progressive ideas.
--One of our main concerns is planning and adaptation to declining enrollment.
--The days of growth is a dream of the past!!!

These forces have come about by lower birth rates; regional economic conditions; aging of communities with changing of age groups; and escalating housing and living costs.

While the implications of decline and change may be different for small and large school districts, the fears and overriding issues are common regardless of the size of the school.

How will your school change?

--By increments responsive to immediate crises? OR
--By planned changes which preserve the quality you value?
--And who will do the planning?

Yes, the preservation of local control must continue with the first utmost importance being quality curriculum, including instruction in the basic skills: reading, mathematics, and communications (both oral and written). These skills and others do not survive in ISOLATION. They thrive only through continuous application in the various content areas.

By limiting education to mastery of low-level cognitive skills--students will be exposed ONLY to narrow, fragmented learning experiences. Following such a Limited Approach, fails to develop in students the skills and abilities necessary to live in today's progressive, changing world.

Mastery of basic skills is not an end in itself--rather it is a MEANS to an end!

Hence, instructions in the basic skills must occur within a broad, comprehensive curriculum that is both integrated and co-ordinated. Through carefully interlaced instruction of broad-range of skills in the content area, students will be assisted in developing the basic skills in knowledge to become Better Reasoners and Decision Makers.

CREATIVE IDEAS--GROWING OUT OF AUSTERITY!

What does this really mean?

1. Recognizing when or whether Creative Action is required.
2. Organizing information in Creative Ways!
3. Restructuring Ideas.
4. Taking Reasonable, Responsible Risks
5. Appreciating aesthetic principles and Beauty of Life.
6. Recognizing or Generating OPTIONS.
7. Managing the Impact of Change on ONE'S SELF; and lastly,
8. UNDERSTANDING, SELECTING, and USING MEDIA FOR COMMUNICATION.

This afternoon at PURE Conference, Group sessions I and II provided the keyword--SHARING!!!

Corwith-Wesley and LuVerne high schools among other high schools know SHARING PROGRAMS will and can WORK.

TODAY--Not tomorrow or next year--thoroughly evaluate your required porgrams.

SEEKING SHARING!

Your schools and your communities will benefit, but most of all your students will have had a Better Quality Educational Environment...

The administrators at the Department of Public Instruction, the state board members, and I are asking that you begin

to share your valuable knowledge with positive thinking for all Iowa high schools, during the public hearing: the ISSUES and SOLUTIONS of "Sharing Inter-Scholastic Activities"...

While we are reasonably satisfied that our Iowa school systems are providing "quality education" for our young people, we are likewise convinced that these systems FACE OVERWHELMING OBSTACLES in the future, which will require efforts towards solutions, by not only those directly involved with the educational process, but by all of us.

IN CONCLUSION---MY FRIENDS:

--Believe in Work: for discontent and labor are not often companions.
--Believe in Thrift: for it stores up character.
--Believe in Simple Living: simplicity means Health, and Health means Happiness.
--Believe in Loyalty: for Faithfulness and Duty will bring Rewards to All.
--Believe in Cheerful Composure: for a sour face is displeasing.
--Believe in Holding Up One's Chin: for Self-Respect commands Respect from Others.
--Believe in Constant Courage: for Troubles flee before a Brave Front.
--Believe in Supporting your Fellowmen: for an Encouraging word may brighten their day.
--Believe in Living to the best of your ability: to lower the Standards is to give up the FIGHT.

May God grant us UNITY with Intellectual SOLUTIONS: remembering first, WE MUST GIVE the VERY BEST EDUCATION for ALL IOWA STUDENTS!!!!

DR. JAMES JESS, DIANNE L. D. PACA

BANQUET ADDRESS
THE FOUR DAY SCHOOL WEEK- A PROVEN OPTION FOR RURAL SCHOOLS

SPEAKER: ROY BRUBACHER

Asst. Commissioner, Colorado State Dept. of Education, President-Elect - Rural Education Association

During my thirty years in public education, the one thing that has amazed me is the lack of a good definition of rural. Through the years, I have attended fifty to sixty conferences on rural education and have listened to speaker after speaker talk about rural education, rural communities, rural students, and rural teachers. Each speaker had a strong message; and I learned from each one, but not one of them provided me with a good definition of rural.

WHAT IS RURAL? TO ME RURAL IS:

..When the "welcome" and "hurry back" sign for your hometown is on the same post.
..When you walk down the street and you know the first name of fifty percent of the people you meet.
..Taking a trip to the state capitol; meeting one of the leading politicians who asks you where you are from; you tell him, and there is a blank look on his face; he has no idea if you are from the north, east, west, or south part of the state.
..When you live one-half mile from your nearest neighbor.
..The taste of dust in your mouth.
..Being able to hear a cow bawl from one mile away.
..Being a third grader and finding out the high school basketball star knows your name.
..Licking the frost off the fence on a cold morning and finding your tongue is stuck to the wire.
..Catching the bus at 6:15 a.m. and riding thirteen miles to school.
..Mounting the school bus and finding the only vacant seat is next to the prettiest girl in your class. You take the seat and become aware of a repulsive aroma and realize you forgot to clean your boots after you walked across the corral earlier that morning.

By now, I am sure you realize I, too, cannot define rural. Perhaps the reason

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no one can define rural is because rural is a life style, an attitude, a value system and a sense of community pride and not a place of specific dimensions.

On the plane from Denver this afternoon, I reviewed for the third or fourth time the agenda for this conference. I noticed your program is designed to deal with issues. Before I talk about the four-day school week, I am going to take the liberty of briefly discussing what i think are seven (7) important issues that rural and small school officials must be prepared to deal with during the remainder of this decade. Allow me to list them for you.

1. Equity versus tax reform
2. An aging population
3. The return of responsibility to local school officials.
4. Staff Development for rural educators
5. Building understanding and credibility in the political arena
6. Quality of instruction
7. The upward spiraling costs of energy

ISSUE NO. 1: EQUITY VERSUS TAX REFORM

Earlier today, I heard someone say, "If you want more money, you are not going to get it."

Since the Brown vs. Topeka court decision in 1954, the public education system has experienced a growing lack of trust on the part of political leaders, parents and special interest groups. Over the years, pressure groups have become very skilled at bypassing the system and going directly to the decision makers at the state or federal levels. We must admit, they have been very successful in causing federal and state mandates to be given the public schools. Categorical programs have flourished. At the same time, because of the mandates, inflation and energy shortage, the cost of public education has "skyrocketed". Taxpayers are saying; wait a minute! This is costing too much.

It appears the attitude of federal and state political leaders is to return the decision to provide or not provide special services or programs to local educational leaders. Once the responsibility of the decisions is with local leaders, the business of reducing federal and state contributions is an easy task. If this attitude prevails, local educational leaders will no longer be able to justify high costs with, "The devil made me do it" comment.

If the tax reform versus equity issue is to be dealt with, superintendents and school board members must develop the skills to deal with pressure groups. They must re-examine service delivery and instructional programs. They must develop their respective planning and evaluation skills to the highest degree of competency possible. Especially in rural areas, they must learn to reap the benefits of the economy of scales through cooperative programs.

ISSUE NO. 2: AN AGING POPULATION

Because of the aging population, less than 25 percent of the qualified voters now have children in school. In many rural agricultural communities the figure is less than 20 percent. So, it is going to be more and more difficult to gain voter support for school facilities and increased spending.

Education leaders at the local level must devise ways to involve the non-parent voter in the schools. Public schools must become more responsive to the educational needs of adults. Karen Torp, our state administrator for the general education development program, scares me when she tells me about the number of adults in our state that are functionally illiterate, or the number of people that simply cannot compete on the job market because they have not mastered the basic skills. In urban areas of the state, adults may be able to look to other agencies or institutions for help but in a majority of our rural communities the public school is the only agency with the capabilities of meeting adult needs. The community-school concept is a good concept and can be implemented with positive results. Establishment of business/industry/education councils and making maximum use of accountability committees can be of great help in involving people in your schools; after all, education is a people business.

ISSUE NO. 3: THE RETURNING OF RESPONSIBILITY TO LOCAL SCHOOL OFFICIALS.

Now that the block grant concept is a reality, many decisions that have been

made a long way from the district will now have to be made by local superintendents and school boards. The buck will stop at the school board and not with state or federal agencies.

Educational leaders at the local level will now be required to decide if a program is to continue or is to be implemented. Decisions based on generalities will not hold up. Superintendents and school boards will find they will need to base decisions on very definitive information.

Collecting data, interpreting data, research and evaluation will all become a daily part of the school districts' administrative program. Rural or small school districts will not be able to obtain the information individually because of the lack of resources. They will find it necessary to work through regional education agencies such as Colorado's boards of cooperative services.

ISSUE NO. 4: STAFF DEVELOPMENT FOR RURAL EDUCATORS

Rural areas can no longer afford to accept teachers and administrators that are trained to work in urban areas. Teacher training and administrator training programs provided by most colleges and universities are urban oriented. Even the certification standards encourage specialization.

It is time we start working with our teacher training institutions and state educational agency to make the specific staff development needs of the rural and small schools known.

I was elated when Colorado State University established an office for rural education. Rural Colorado needs staff development out-reach programs, teachers that can handle multi-class teaching assignments, teachers that can teach in two or three fields, administrators that understand the small community and that can adjust to living in a "fish bowl environment."

ISSUE NO. 5: BUILDING UNDERSTANDING AND CREDIBILITY IN THE POLITICAL ARENA

About 18 months ago, I spoke to a group of rural school administrators in Spokane, Washington. The title of my speech was Rural Education Has Laryngitis. Rural education leaders have been outshouted for years. It is time to find an organization that will speak out at the national level. In my opinion, the rural education association is just such an organization.

It is also time for local boards of education and their administrators to become advocates for their own programs. They must start talking to the political leaders, and it must be done when they are home. It is too late when the legislature is in session. Political leaders must be made aware of the needs and accomplishments of rural schools. They need hard data, not general statements. They need to be invited to your schools when schools are in session.

ISSUE NO. 6: QUALITY OF INSTRUCTION

In this fast-paced world of change, the ability to use basic and life coping skills is often tantamount to survival. Schools are faced with the serious problem of determining where to place their primary educational emphasis.

In December of this year, I was told by some corporate leaders that 50 percent of their job applicants fail their job entry tests.

(The National Center for Research in Voc. Ed.)

ISSUE NO. 7: THE UPWARD SPIRALING COSTS OF ENERGY

Rural areas will feel the greatest impact from the increased energy cost primarily because of higher per unit delivery costs and greater student-mile transportation ratios than more densely populated areas. Educational leaders in rural areas must be willing to design and implement more efficient methods of delivering services. This past school year, thirteen school districts implemented a four-day week program. I am sure the four-day week is not the answer for all school districts, but it is an example of the kind of leadership that must be initiated by rural leaders.

I have identified seven issues that must be dealt with, starting today. I hope you leave this conference committed to action.

COLORADO'S ALTERNATIVE SCHOOL CALENDAR PROGRAM

ROY G. BRUBACHER

Educators are noted for labeling and classifying certain terminology into misunderstood categories. The four-day week is a good example of this. Actually the four-day week is but one approach to designing and implementing an alternative school calendar. Double sessions, year-round educational programs and flexible schedules are nothing more than other variations of alternative school calendar programs.

The idea of alternative calendars is not new or necessarily innovative. In 1975, Educational Research Inc. published a report about several school districts in various sections of the United States that had worked with four-day week concept. Cimmaron, New Mexico schools are in their ninth year of a four-day week program. Cherry Creek, Colorado Springs, and Jefferson County school districts in Colorado have successfully operated year-round educational programs for several years.

In an attempt to conserve energy, the Colorado 1980 General Assembly enacted Senate Bill #78 authorizing the modification of school calendar. This permissive piece of legislation permits a local school district, upon application to and approval by the State Board of Education, to hold less than the 180-day schedule required by law provided the classroom instructional hours are not reduced.

Present state rules for traditional school calendars require six hours of daily instruction exclusive of lunch for secondary schools and 5½ hours instructional time exclusive of lunch for elementary schools.

Thirteen Colorado school districts submitted applications for State Board approval to implement four-day week programs for the 1980-81 school year. All thirteen school districts were approved to pilot the program. These districts utilized an extended day with pupils attending school four days a week for approximately 7½ hours instructional time. Monday or Friday was the off day. Take up and dismissal times varied with each individual district. Twelve of the thirteen districts resubmitted applications to continue the program a second year (1981-82). Ten additional districts applied as first-year pilot programs to implement the four-day week in the 1981-82 school year. One of these districts, although approved, elected not to implement. Colorado now has 22 school districts representing 4,131 children on a four-day week schedule.

The Department of Education contracted with the Office for Rural Education at Colorado State University to conduct a comprehensive evaluation of the original 13 school districts who piloted the program during 1980-81. This study is now completed and copies of the 78-page report may be obtained by writing the Office for Rural Education at Colorado State University, 300 Education Building, Fort Collins, Colorado 80523. The cost for publication is approximately $10.95.

Dr. Robert Richburg, from the Office for Rural Education, served as the Evaluation Project Coordinator. Dr. Richburg feels it is premature to determine the success of the four-day week program or to draw any definite conclusions; however the major findings of his research are summarized as follows:

1. The concept of extending the school day for four days in lieu of holding classes a fifth day is an innovative alternative to the conventional five-day school week. Though the twelve districts involved in this study implemented the four-day schedule with many variations and with differing objectives, all districts demonstrated the potential of the schedule to save energy and transportation costs, and to reduce student and teacher absenteeism.

2. Achievement levels for students on the four-day week are very comparable to their performance before going to the innovative schedule.

3. Parents, teachers, and students all favor the four-day week concept over the five-day week by a wide margin. Ninety-one percent of the 767 parents surveyed supported the four-day week. Likewise, 94.7 percent of the 205 teachers and 93.2 percent of the 1,474 students surveyed indicated a preference for the alternative schedule. This broad support suggests that the four-day schedule offers more than an opportunity to cut budget costs. Many of those surveyed prefer the alternative schedule because of the personal and professional opportunities pre-

sented by the three-day weekend, and also because of its instructional advantages. Secondary teachers believe the longer class periods provide greater instructional efficiency. Elementary teachers also favor the four-day schedule. They often comment that the days are long for young children, but also cite many instructional advantages which can be achieved with careful and creative planing.

4. There are important strategic considerations surrounding the decision to take Monday or Friday off on the four-day schedule. Taking Monday off will improve energy savings. Taking Friday off reduces energy savings, but enables a district to schedule extracurricular activities so they do not interfere with academic time. By using Fridays for sporting events and other extracurricular activities, one district calculated savings in academic time which approached one week per student in its high school.

5. The school district in this study achieved notable cost savings in many areas. Gasoline consumption for buses and other school vehicles was reduced by 22.5 percent. Bus maintenance costs were reduced by 18 percent. Electrical consumption was reduced by 23 percent. After adjustments were made for the fact that the 1980-81 school year in Colorado was one of the warmest on record, these districts showed savings in heating fuel consumption ranging from 7 percent to 25 percent. Savings were also realized in substitute teachers' costs, as these districts utilized an average of 24.5 fewer substitutes under the four-day schedule.

Minimum data required under the legislation are:

1. Impact on students' achievement (suggest pre and post testing comparisons).

2. Transportation and facility utilization changes.

3. Cost comparisons over previous year's expenditures.

4. Staff, parent and student reactions

5. Supportive evidence that pupils' educational opportunities and services are comparable to the 180-day schedule.

Local school districts may design their own format for the collection of this data, but the minimum criteria must be addressed in their formal report to the Commissioner of Education at the end of the school year.

The implications an Alternative School Calendar may have for education is limited under this legislation only by the imagination and creativity of a local community and its school system.

There are other kinds of possibilities besides conservation of energy and reduction of energy costs with a four-day week program. A few of these options that appear feasible are:

1. The enhancement of work-study programs.

2. The promotion of professional and personal growth.

3. The improvement of curriculum planing.

4. The evaluation of student achievement.

5. A provision for increased time in vocational education and career opportunities.

The four-day week concept may not be a one-shot miracle cure for all the ills that plague the American Public School System but it can provide a platform from which a myriad of opportunities can emerge to assist in exploring different alternative school calendar modifications capable of achieving or maintaining quality education. (Chart, p. 28)

ROY BRUBACHER, BANQUET SPEAKER

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APPROXIMATE SQUARE MILES AND ENROLLMENT OF DISTRICTS ON FOUR-DAY WEEK ALTERNATIVE CALENDAR

Second Year Programs 1980-81 Square Miles	Enrollment
1. Calhan - 227.5	315
2. LaVeta - 221	220
3. Hoehne - 1,072	330
4. Primero - 475	226
5. Cotopaxi - 541	218
6. Westcliffe - 682	280
7. Elbert - 140.25	158
8. Hanover - 266	65
9. Pritchett - 654	78
10. Cheraw - 129.75	179
11. Edison - 312	34
12. Fairplay - 1,9997.1	415
13. Branson - 716.5	68

First-Year Programs 1981-82	Enrollment
14. Strasburg - 225	425
15. Vilas - 178.8	85
16. Woodlin - 627	115
17. Karval - 751	80
18. Seibert-Vona - 553.6	124
19. Eads - 1,212	298
20. Weldona - 186.1	160
21. Peyton - 122.5	240
22. Boulder-Teen-Parent School	18

CONFERENCE FUN

BUSINESS MEETING YEARLY SUMMARY OF PURE's BOARD ACTIVITIES

MARILYN BURDIC

Retiring Board Secretary

I went back over the minutes of PURE's Board for this past year in search of information to share that some of you might have missed. The Board meets quarterly, as well as for special meetings on occasion.

1981 proved to be a difficult year for getting a quorum in attendance to conduct business. Consequently, at the July 18, 1981 meeting, it was decided that a vote of the membership be taken to amend the by-laws to read a "quorum being a majority of board members present". The amendment passed.

This past year many members of the board, active members, and advisors were in demand as guest speakers within Iowa as well as out of state. We should all be more than a little proud of our volunteers who accept these invitations and work so hard to educate people about PURE. Without the time they give, the credibility of our organization would not have reached the level it has.

While we have not received grant money to help the cause, efforts to obtain them have not ceased. We are not standing still, and it is important that our membership know that.

I will add that we are always seeking new ideas to help boost membership or ideas that will improve PURE's direction. Please become as active as you can. Be aware that small schools are not "home free" just because this organization exists.

From my vantage point, I still see too few people doing too much work: and I'm asking those of you who have not been very active to increase your involvement. You won't be sorry. Rather, you will find yourself working with some of the nicest people anywhere. I'm speaking from experience.

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THIRD GENERAL SESSION
THE IMPACT OF EDUCATION BLOCK GRANTS ON RURAL AND SMALL SCHOOLS

PRESENTER:

DONALD J. JACOBSMEYER

Program Specialist, Region VII, U.S. Education Dept., Kansas City, Missouri

As the conference program indicates, I will be discussing with you today the impact of recently enacted education block grants on rural and small schools. Even though appropriations haven't been passed and program regulations haven't been written, an early projection of the impact of education block grants on rural and small schools has to be very favorable.

I base this projection upon the funding formula which determines the amount of funds each school district will receive and the flexibility which school districts have in determining how the funds will be spent.

To better understand my statement, let me begin by describing what the education block grant actually is.

On August 13, 1981, President Reagan signed the Omnibus Budget Reconciliation Act of 1981, Public Law 97-35. This Act is a major piece of legislation, not only for education, but for other sectors of government as well. The Act contains 27 titles. Each title of the Act refers to a separate sector of government, such as transportation, veterans' programs, employment programs, agriculture, etc.

Title V of the Act contains changes and budget authorizations for federal education assistance. There are four Subtitles within Title V. Subtitle D refers to elementary and secondary education and is cited in the legislation as the "Education Consolidation and Improvement Act of 1981." Within Subtitle D there are three chapters.

Chapter 1 contains changes to Title I of the Elementary and Secondary Education Act. Chapter 1 remains a categorical program--the funds must be used for programs which are designed to meet the special educational needs of educationally deprived children. In other words, Chapter 1 is the Title I program which many of you have in your schools right now. However, changes were made in several key areas such as maintenance of effort and comparability which were designed to reduce the administrative burden and allow you to deliver more effective programs to disadvantaged children. In addition, the requirement to establish local Parent Advisory Councils has been eliminated, although involvement by parents, teachers, and pupils is encouraged in the legislation.

Chapter 2 contains the consolidation of elementary and secondary education programs, or "block grants". Chapter 3 contains the general provisions for federal education programs.

My purpose in reciting the various titles, subtitles, and chapters is not to confuse you. Rather, I hope it gives you a frame of reference as to why the Title I program you are familiar with will be called Chapter 1.

At the beginning of my presentation, I stated that the block grant program would impact favorably upon rural schools due to its funding formula and the program's flexibility. To illustrate this assumption, let me:

1. Explain the Consolidation Program
2. Examine who's been receiving grants for the antecedent programs included in the consolidation and,
3. Make several observations on what types of federal programs benefit rural schools.

The Chapter 2 program which consolidated 42 separate categorical programs is authorized at $589 million for fiscal years 1982-1987. Currently, there isn't an appropriation for fiscal year 1981, since the entire Department of Education's funding is on a continuing resolution of Congress. Under this continuing resolution, the level of funding for Chapter 2 programs this year is at $470,400,000.

Of this $470 million there are two separate set-asides mandated in the legislation. One percent or $4.7 million is reserved for the outlying areas (Guam, American Samoa, etc.) and 6 percent or $22.2 million is reserved for the Secretary of Education's Discretionary fund. Both of these set-aside are in most federal education funding formulas. The remaining $437.4 million in block grant funds will be distributed among the states based upon the school age popula-

tion residing within each state as determined by the 1980 Census.

The Secretary's Discretionary Fund of $22.2 million is not left up to the complete discretion of the secretary. The legislation directs the Secretary to fund the Reading is Fundamental (RIF) Program, programs of national significance in the Arts and Education Program, and programs previously authorized by the Alcohol and Drug Abuse Education Act at their 1981 funding level. With the remaining funds, the Secretary has some discretion on how those funds will be expended to meet certain objectives such as providing a national source for gathering and disseminating information on the effectiveness of programs including programs formerly funded under the "National Diffusion Network NDN" program.

For a state to qualify for its Chapter 2 funds, it must meet certain conditions and provide certain assurances. One of these conditions is the formation of an advisory committee which is to be appointed by the Governor. This advisory committee is to be composed of members representing various educational groups, such as teachers, parents, local administrators and boards of education, public and private school children, colleges and universities and the State legislature. The purpose of the advisory committee is to advise the State Department of Education on how it utilizes the State's portion of its Chapter 2 funds and on the State formula for the allocation of Chapter 2 funds to local school districts. The state advisory committee is not to advise local school districts on how to expend their funds.

At least 80 percent of the States allocation must be passed through to local school districts. The distribution of the 80 percent funds by the State Department of Education to the local school districts has to be through a formula designed by the State. This formula will be based upon the relative enrollment of public and private schools within the local school district with higher allocations to districts which have "high cost" children. While the State Department of Education will design the formula and determine who are "high cost" children, the legislation cites several examples, such as:

1. Children from low-income families;
2. Children living in economically depressed urban and rural areas; and
3. Children living in sparsely populated areas.

The fact that rural is specifically referenced in two of the three examples of "high cost" children, should ensure that each State Department of Education will consider rural areas in designing the state allocation formula. I believe that much of the credit for having rural areas mentioned in the legislation goes to individuals, groups, and organizations which have been creating a national awareness of rural education the last several years.

Perhaps the greatest benefit to rural areas in the funding mechanism of Chapter 2 is the utilization of a formula based upon enrollments. The use of this criterion ensures that all school districts will receive some of the funds, regardless of the district's size, expertise in writing grant proposals, or expensive resource time in finding out where funds are available. A good example of a similar funding mechanism is in your current Title IV-B, ESEA, Library and Learning Resource program. Although I don't have the figures to prove it, I believe the Title IV-B program distributes proportionately more funds to rural areas than any other federal education program. Rural schools do not fare as well when a program is funded by competitive proposals such as your current Title IV-C, ESEA, Improvements in Local Education Practice Program. Ask yourself whether your school district has received more funds under Title IV-B or Title IV-C of ESEA?

Each school district should receive approximately $5 to $8 per student under their Chapter 2 allocation. While this doesn't sound like a great amount of funds, it will be approximately two or three times your allocation under Title IV-B.

Another major benefit of the consolidated program is the degree of flexibility at the local level. Each local school district, in consultation with its parents, teachers and administrators, will determine how it will spend its Chapter 2 funds. There is only one major stipulation on how a local school district spends its Chapter 2 funds--that it be expended for one or more of the purposes authorized in the 42 antecedent programs

which were consolidated into Chapter 2.

The antecedent programs' purposes are organized into three categories:

1. Basic Skills Development
2. Educational Improvement and Support Services
3. Special Projects

Examples under each of these categories are:

1. Basic Skills Development
   --School-wide diagnostic assessments
   --Establishment of learning goals, objectives
   --Pre-service and in-service training
   --Student testing, program evaluation
2. Educational Improvement and Support Services
   --Instructional resources and equipment
   --Teacher training
   --Programs to improve local practices
   --Guidance and counseling
3. Special Projects
   --Metric education
   --Arts education
   --Community schools
   --Gifted and talented
   --Environmental education

As these examples illustrate, the local school district has a great degree of flexibility on which purpose or purposes it will concentrate its funds. Of course, the usual federal education Supplement/Supplant Requirement applies to Chapter 2 funds. Other requirements include Maintenance of Effort and Participation of Children Enrolled in Private Schools which are within your school district boundaries.

The Chpater 2 program will be implemented in your schools during the 1982-83 school year. Your state's Advisory Committee has or is in the process of being appointed by your Governor and your state department is currently working on its allocation formula and application procedures. Your state should receive its allocation by July, 1982 with funds flowing to local school districts before the 1982-83 school year. Your state department will be contacting you shortly describing its application procedures.

If your rural schools will receive more funds under the consolidated program, then some districts will receive less. School districts which had multiple federal discretionary grants under the antecedent programs will undoubtedly receive less. Most of these types of districts are large and urban.

As an example, in our four-state region during fiscal year 1981, $21.4 million were awarded to local school districts under the antecedent programs contained in the consolidation. Ninety-seven percent of these funds were awarded to metropolitan and suburban school districts. Almost $17 million of this amount was for desegregation purposes in about seven school districts.

The effect of the consolidation is in essence a redistribution of federal funds from a few recipients to many and from narrowly defined purposes to broadly defined purposes. This should enable even the large urban districts who will probably receive less funds to assess their needs and direct their remaining funds to those priority needs.

Allow me to make a few observations concerning federal funds and rural schools. During the spring of 1979, the then U.S. Office of Education sponsored a National Rural Education Seminar. The purpose of the seminar was to examine how federal education programs impact upon rural and small schools. The end product of the seminar was the development of 28 recommendations by which the U.S. Office of Education could better serve rural schools. Several of these recommendations are currently being implemented such as conducting more research activity in the rural area, providing flexible funding mechanisms and establishing rural education networks.

After the 28 recommendations were developed, the U.S. Office of Education set up a series of ten rural roundtables across the country. The rural roundtables were an effort to obtain input from grass-root rural educators across the country to the feasibility of the 28 recommendations. Over 500 rural educators participated in the rural roundtables. Their reactions to the various recommendations were overall somewhat favorable. Of course, certain recommendations were more strongly endorsed than others.

Regardless of the proposed recommendation, rural educators across the country repeatedly stated four major efforts

which could improve federal education programs in rural schools:

1. Preserve local control
2. Provide more flexibility
3. Institute a sparsity factor in funding formulas, and
4. Eliminate the categorical nature of most federal programs

I believe the Chapter 2, Consolidated Program, accommodates each of these efforts.

The Chapter 2 program certainly preserves local control. Decisions on how a local district will expend its funds is at the local level and is stated specifically as such in the legislation. Within the broad purposes of the program, the local district will determine its needs and apply its funds to those needs without dictates from the U.S. Department of Education, state departments of education or state advisory committees.

It's difficult for me to imagine a federal education program providing more flexibility than the Chapter 2 program. The latitude in purposes which a local school has is very broad--from teacher training, to guidance and counseling programs, to acquiring instructional material and equipment. Of course, the Chapter 2 state formula mandates a higher allocation for "high cost" children and then specifies an example as being sparsity of population. The inclusion of this example is a recognition that rural schools often have a higher per pupil cost.

And finally, the Chapter 2 program has eliminated the narrowly defined categorical nature of many programs by consolidating those programs into a block grant which enables the local school district to truly determine its needs rather than making its needs fit the categorical program stated prupose.

P.U.R.E. PURPOSE

TO PROMOTE THE QUALITIES THAT HAVE BEEN INHERENT IN RURAL EDUCATION AND TO PURSUE EDUCATIONAL EXCELLENCE THAT WILL ENHANCE RURAL COMMUNITY LIFE.

CLOSING SESSION
CHANGING ROLES OF FEDERAL, STATE & LOCAL GOVERNMENT AFFECTING RURAL EDUCATION

SPEAKER: DR. HAROLD BLACKBURN

Director, Dissemination Services, Region VII, U.S. Education Dept., Kansas City, Mo.

School boards, teachers, administrators, and others involved in education have an impact on many people at what might be called the "threshold ages" of life. For example:

Age 6 - children start elementary school
Age 14 - children become labor-force statistics and potential jobholders, start secondary school
Age 18 - young people can vote; enter college; join the military or the permanent work force.
Age 21 - some young people are finishing college; already on the job and some are starting families.
Age 62 - some people retire.
Age 70 - most people retire.

Rural and small schools use and develop their own records of passage across these thresholds of life. Some schools use baptismal certificates for age verification at school entry and birth certificates for determining relative levels of maturity affecting grade placement. Schools are involved in helping young people attain high school and college diplomas or skill certificates. Much of what is taught in schools impact on attitudes and values towards marriage, birth, and death. The influence of rural educators in the preparation of learners of all ages to move across these threshold ages suggests that rural educators are a very important part of our society.

There are several important changes taking place in the governance of education. At the federal level, the development and implementation of the "block grant" concept, as has already been discussed here this morning, will increase the decision-making responsibilities at the state and local level and decrease them in education at the federal level. There is a proposal to change the U.S. Department of Education to a national Foundation for Education being considered. Where rural education might fit

into the proposed foundation's plan has yet to be determined.

There are governance changes occurring at the state level. There is growing state responsibility for education due to court decisions affecting school finance; certain federal mandates that have required more active state leadership and a growing understanding by citizens at all levels of the importance of education as an instrument of state and national economic well-being.

There are dramatic changes in education governance at the local level. The problem of declining enrollment is causing a set of new questions to be raised about the quality of education as it relates to school size as well as staff retention.

We should be optimistic that rural and small schools can successfully cope with changes in education and governance because of what we have learned and are learning. We are learning:

> that inherent in the decision-making groups at the local school level are the skills necessary to meet changing needs. It takes the best kinds of skills to solve education problems in a time of changing governance patterns. Conceptual skills are required to identify problems: technical skills to design and implement solutions to these problems and most important, human relation skills to successfully carry out these proposed solutions to the problems.

There are three good reasons why educators can influence in positive ways the future of rural and small schools. Rural educators:

1. know <u>where</u> they want to go and that money alone isn't enough. Financial resources are important as they relate to achievement of goals; however, they cannot be the sole determiner of what goals should be sought.

2. know <u>what</u> is important to talk about with legislators, educators, and others in decision-making places. Every word said should be meaningful to policy and decision-makers. The discussion of education issues should center on quality.

3. know <u>to whom</u> they are accountable. Long ago, a great Hebrew teacher said, "know where you come from, know where you are going, and know to whom you are to give an account and a reckoning." Rural educators are accountable to people, not things. Rural educators are responsible for preparing children for changes in times that most adults will never see. Rural educators are also accountable to policy and decision-makers who represent legal authority and who have need to be provided with the reckoning of how public resources have been and are being used.

Accountability involves communication, trust and integrity. These are useful and familiar criteria for successful living in rural America.

SPEAKER OF THE HOUSE, DELWYN STROMER, DR. ROGER BASKERVILLE, DR. HAROLD BLACKBURN

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ROUND TABLE DISCUSSIONS WITH LEGISLATORS

The 1982 PURE Conference featured 8 small group discussions led by members of the PURE Advisory Council and Dr. Bill Dreier of UNI. Each group had as guest speaker a State Representative or Senator. Various educational and legislative issues including PURE's 1982 Resolutions were presented and viewpoints exchanged. Representative Delwyn Stromer, Speaker of the House, summarized the topics at the closing luncheon. Cassette tapes of these discussions are available as listed.

PURE FIFTH ANNUAL NATIONAL CONFERENCE

February 4 & 5, 1982

Pure Tape #	(Tapes available at $1.75 per tape)	
Tape # 1	First General Session	Presiding: Joyce Losure, President, People United for Rural Education
		Conference Overview: Dr. Roger Baskerville, State Advisor
		Address: "The Roots of Rural Education Inequity" Dr. Norman Hearn, Director Rural Initiative Office of Elementary & Secondary Education, U.S. Department of Education, Washington, D.C.
Tape # 2	Second General Session	Address: "NIE Rural Education Research Initiative" Dr. Thomas Schultz, National Institute of Education, Washington, D.C.
Tape # 3	1:45 p.m. Session Concurrent Sessions	Group I - Sharing Academics in Iowa High Schools (Corwith Wesley & LuVerne Community Schools)
		Presenting: Supt. Dale Sorensen, Corwith-Wesley; Supt. Marvin Boehme, LuVerne
Tape # 4	3:15 p.m. Session Concurrent Sessions	"
Tape # 6	3:15 p.m. Session	Group II - Sharing Activities in Iowa High Schools
		Panel of Presenters: Larry Bartlett, State Dept. of Public Instruction; Bernie Saggau, Exec. Director, IHSAA; Wayne Cooley, Exec. Director, IGHSAA
Tape # 7	1:45 p.m. Session (poor recording)	Group III - Indian Hills Community College 4-Day School Week...Implications for Iowa Elem. & Secondary Schools
		Presenting: Dr. Lyle Hellyer
Tape # 8	3:15 p.m. Session (poor recording)	"
Tape # 9	1:45 p.m. Session	Group IV - School Community Relations in Rural Setting - The Clearfield Survival Story
		Presenting: Mr. Lee Haidsiak
Tape #10	3:15 p.m. Session	"
Tape #11	1:45 p.m. Session	Group V - ISEA Helping Small Schools
		Presenting: Jan Reinicke
Tape #12	3:15 p.m. Session	"
Tape #15	1:45 p.m. Session	Group VII - What Happens When the School Leaves A Community
Tape #16	3:15 p.m. Session	
		Presenting: Dr. Bill Dreier and Panel, College of Education, University of Northern Iowa

Tape #17	Annual Banquet	Greetings: State Board of Public Instruction, Mrs. Dianne Paca, Garner, Iowa
		Address: The Four-Day School Week - A Proven Option for Rural Schools
		Presenting: Roy Brubacher, Asst. Commissioner, Colorado State Department of Education; President-elect - Rural Education Association
Tape #17B	Annual Banquet	Recognitions and Local Chapter Awards
		Presenting: Joyce Lósure & Janet Kinney; Kay Banwart & Larry Costello
Tape #18	Third General Session	Address: The Consolidation Act of 1981 and Its Effect on Small and Rural Schools: "What Will Be the Impact of Block Grants?"
		Presenting: Donald Jacobsmeyer, Program Specialist Region VII, U.S. Education Department, Kansas City, Missouri
Tape #19		Legislative Guest: Senator Arthur Gratias (Group I)
Tape #20		Legislative Guest: Representative Horace Daggett (Group II)
Tape #21		Legislative Guest: Senator Joe Brown (Group III)
Tape #23		Legislative Guest: Senator Clarence Carney (Group V)
Tape #25		Legislative Guest: Berl Priebe (Group VII)
Tape #26		Legislative Guest: Representative Warren Johnson (Group VIII)
Tape #27		Address: Changing Roles of Federal, State and Local Governments in Education.
		Presenting: Dr. Harold Blackburn, Director, Dissemination Services, Region VII, U.S. Education Department, Kansas City, MO
		Wrap Up On Round Table Discussions with legislators
		Presenting: Rep. Delwyn Stromer, Speaker of the House, IA House of Representatives

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REP. HORACE DAGGETT, ERVIN BURTON

LEGISLATIVE

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SPEAKER OF THE HOUSE, DELWYN STROMER

SENATOR BERL PRIEBE, AL HUISMAN

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NORMAN LONG, SENATOR CLARENCE CARNEY

JERRY HUSTON, SENATOR ARTHUR GRATIAS

REP. RICHARD WELDEN, DR. STEVE SWANSON

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JON BAKER, SENATOR JOE BROWN

DR. BILL DREIER, REP. WARREN JOHNSON

REP. RICHARD GROTH

40

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Representation at the Fifth Conference of People United for Rural Education

ELEMENTARY & SECONDARY PUBLIC SCHOOLS

COMMUNITY SCHOOL	TOWN
Albert City-Truesdale	Albert City
Alden	Alden
Ar-We-Va	Westside
Bayard	Bayard
Bedford	Bedford
Blakesburg	Blakesburg
Boone Valley	Renwick
Burt	Burt
C & M	Massena
CAL	Latimer
Central Webster	Burnside
Clear Creek	Oxford
Clearfield	Clearfield
Collins	Collins
Coon Rapids	Coon Rapids
Corwith-Wesley	Corwith
Delwood	Delmar
East Central	Miles
Edgewood-Colesburg	Edgewood
English Valley	North English
Everly	Everly
Fox Valley	Cantril
Fremont	Fremont
Fremont Mills	Tabor
Garwin	Garwin
Goldfield	Goldfield
Grand Valley	Kellerton
Harris-Lake Park	Lake Park
Interstate 35	Truro
Jesup	Jesup
Kanawha	Kanawha
L & M	Letts
Lincoln	Stanwood
Lincoln Central	Gruver
Lohrville	Lohrville
Lone Tree	Lone Tree
Lu Verne	Lu Verne
Lytton	Lytton
Mallard	Mallard
Meservey-Thornton	Thornton
Monroe	Monroe
Morning Sun	Morning Sun
N E Hamilton	Blairsburg
Nesco	McCallsburg
Nishna Valley	Hastings
Nora Springs-Rock Falls	Nora Springs
North Mahaska	New Sharon
Paullina	Paullina
Russell	Russell
Schaller	Schaller
Shellsburg	Shellsburg
South Hamilton	Jewell
Steamboat Rock	Steamboat Rock
Stratford	Stratford
Terril	Terril
Thompson	Thompson
Titonka	Titonka
Urbana	Urbana
Ventura	Ventura
Villisca	Villisca
Wall Lake	Wall Lake
Walnut	Walnut
Wellsburg	Wellsburg
West Bend	West Bend
West Central	Maynard
West Delaware	Manchester
West Marshall	State Center
Wilton	Wilton
Winfield-Mt. Union	Winfield

COLLEGES & UNIVERSITIES

Briar Cliff College
Graceland College
Indian Hills Community College
Iowa State University
Kansas State University
Southwest State University of Minn.
University of Iowa
University of Northern Iowa

OUT OF STATE SCHOOL DISTRICTS

Minnesota Districts
#145 - Glyndon #147 - Delworth
#146 - Barnesville
West Central ECSU, Fergus Falls

REGIONAL EDUCATION SERVICE AGENCIES

Northern Trails AEA II, Clear Lake
Lakeland AEA III, Cylinder
Arrowhead AEA V, Fort Dodge
AEA VI, Marshalltown
AEA VII, Cedar Falls
Mississippi Bend AEA IX, Davenport
Grant Wood AEA X, Cedar Rapids
Heartland AEA XI, Ankeny
Loess Hills AEA XIII, Council Bluffs
Green Valley AEA XIV, Creston
Southern Prairie AEA XV, Ottumwa

STATE & NATIONAL EDUCATION AGENCIES & ASSOC.

Dept. of Education, Denver, Colorado
Dept. of Public Instruction, Des Moines
Dept. of Public Instruction, Bismarck, ND
Iowa Association of School Administrators
Iowa Association of School Boards
Iowa Coalition for Public Education
Iowa Girls High School Athletic Assoc.
Iowa High School Athletic Association
Iowa State Education Association
National Institute of Education
U.S. Dept. of Ed., Washington, D.C.
U.S. Dept. of Ed., Region VII, Kansas

CONFERENCE '82 AWARDS

An Award Ceremony was held at the Banquet on Thursday to celebrate PURE's Fifth Annual Conference with recognition given for outstanding volunteer service. Certificates indicating the years of involvement were received by PURE Board and Advisory Council Members. Engraved plaques were presented as indicated by these pictures.

Marilyn Burdic, retiring Board Member, and Glenn Freie, PURE's "Man in Washington," were unable to attend and will receive their recognition later. Rhoda Barhite, Publisher, received her award at a special meeting.

DR. JAMES D. JESS - ORIGINATOR AND NATIONAL ADVISOR
DR. JAMES JESS, JANET KINNEY

JOYCE LOSURE - PRESIDENT, LOBBYIST
JANET KINNEY, DR. JESS, JOYCE LOSURE

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DR. ROGER A. BASKERVILLE - STATE ADVISORY COUNCIL CHAIRMAN
DR. ROGER BASKERVILLE, JANET KINNEY

RUBY NAIL - MEMBERSHIP CHAIRMAN
JANET KINNEY, RUBY NAIL

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JANET KINNEY - EDITOR, LOBBYIST
JANET KINNEY, ROBERT MALLOY

ROBERT BANWART - P.U.R.E. SUPPORTER
JANET KINNEY, ROBERT BANWART

GOOD GUYS AWARD - SUPT. NORM LONG (Blakesburg)
and SUPT. ERV BURTON (Russell) by JANE ZELINSKY

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CAL - OUTSTANDING LOCAL CHAPTER
LARRY COSTELLO, JERRY PLAGGE

MARJORIE ANDERSON - CONFERENCE REGISTRATION
MARJORIE ANDERSON, JANET KINNEY. Background:
DIANNE PACA, JOYCE LOSURE, JAN JESS

45

SUE CORE - NISHNA VALLEY MEMBERSHIP AWARD
LARRY COSTELLO, SUE CORE

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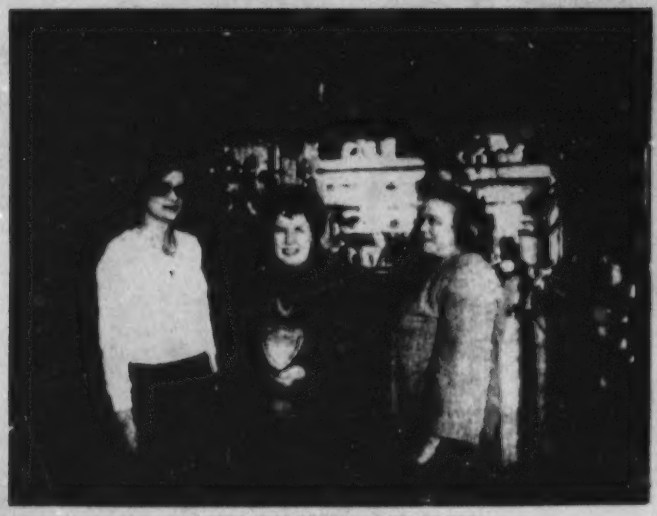
RUTH HAUK, BLAKESBURG MERIT AWARD
LARRY COSTELLO, RUTH HAUK



RHODA BARHITE - PUBLISHER
JANET KINNEY, RHODA BARHITE, JOYCE LOSURE

DALE HAUGLAND for RICHARD MUELLER,
CONFERENCE PHOTOGRAPHER
DALE HAUGLAND, JANET KINNEY

46

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IN APPRECIATION

IN APPRECIATION--THANKS TO:

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1982

Marilyn Burdic, Retiring

1983

Larry Costello
L. R. Curtis
Joyce Losure

1984

Kay Banwart
Claudia Jones
Robert Malloy

1985

Eleaine McCullough
Jeanne Plagge
Jane Zelinsky

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Francis Davis

Washington Liaison - Glenn Freie
PURE Trouble Shooter - Janet Kinney

ENTERTAINMENT

Ventura High School Swing Choir
(Director, Elaine Stratton)

Nishna Valley Black Hawk Jazz Band
(Director, Larry Peppers)

West Bend Drill Team
(Director, Mary Holland)

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Hugo & Joan Rammelsburg
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Marilyn Lewis
Kay Banwart
Betty Evans
Sandra Pruismann
Jane Zelinsky

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Don Holland, Thursday
Roger Nelson, Friday

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Ervin Burton
Jack Adams, AEA 5

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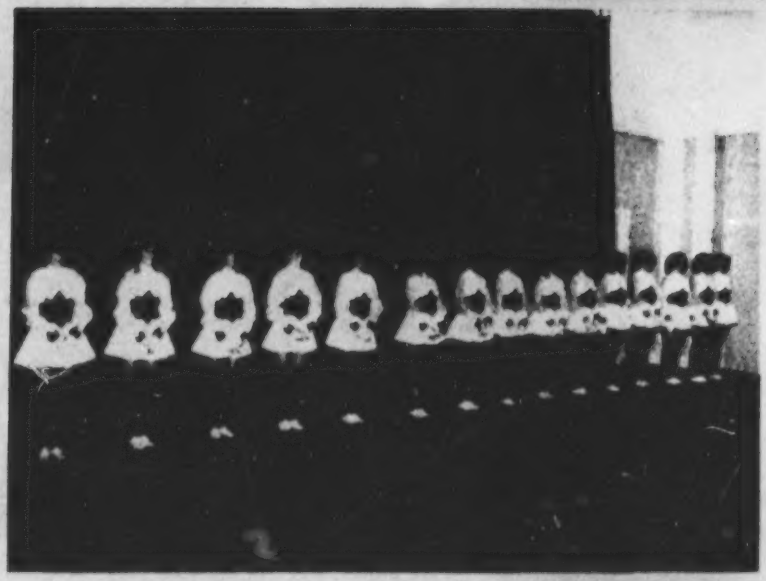
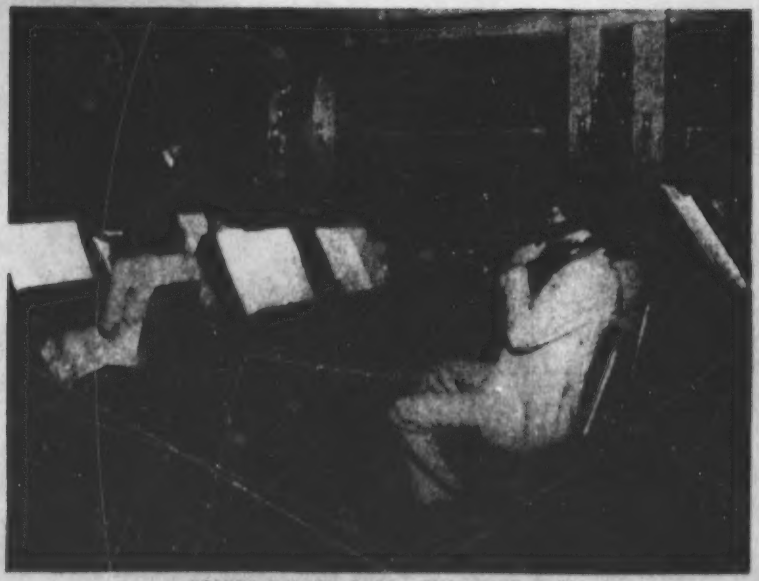


WEST BEND DRILL TEAM
DIRECTOR: MARY HOLLAND



NISHNA VALLEY BLACK HAWK JAZZ BAND
DIRECTOR: LARRY PEPPERS

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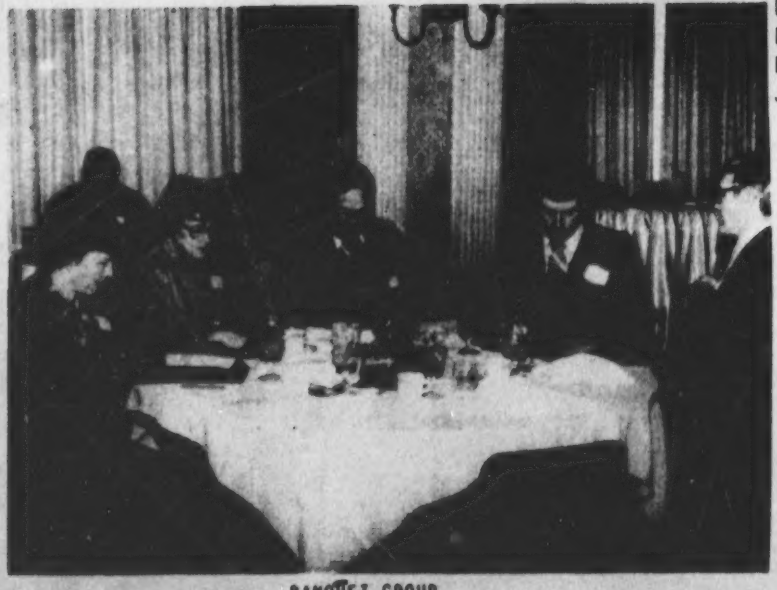
BANQUET SERVING LINE

BANQUET TABLE: KAY BANWART, DIANNE L.D. PACA, DR. JAMES JESS, JERRY HUSTON, JAN JESS, ROY BRUBACHER, LARRY COSTELLO, ROBERT MALLOY, JOYCE LOSURE



BANQUET GROUP

50

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DR. STEVE SWANSON, JON BAKER, LT. GOV. TERRY BRANSTAD

FRIDAY LUNCHEON TABLE: KAY BANWART, REP. DELWYN STROMER, DR. ROGER BASKERVILLE, DR. STEVE SWANSON, DONALD JACOBSMEYER, DR. HAROLD BLACKBURN, JOYCE LOSURE. Foreground: REP. RICHARD WELDEN, REP. HORACE DAGGETT

DR. JESS, SUPT. JERRY HUSTON

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Notes

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